

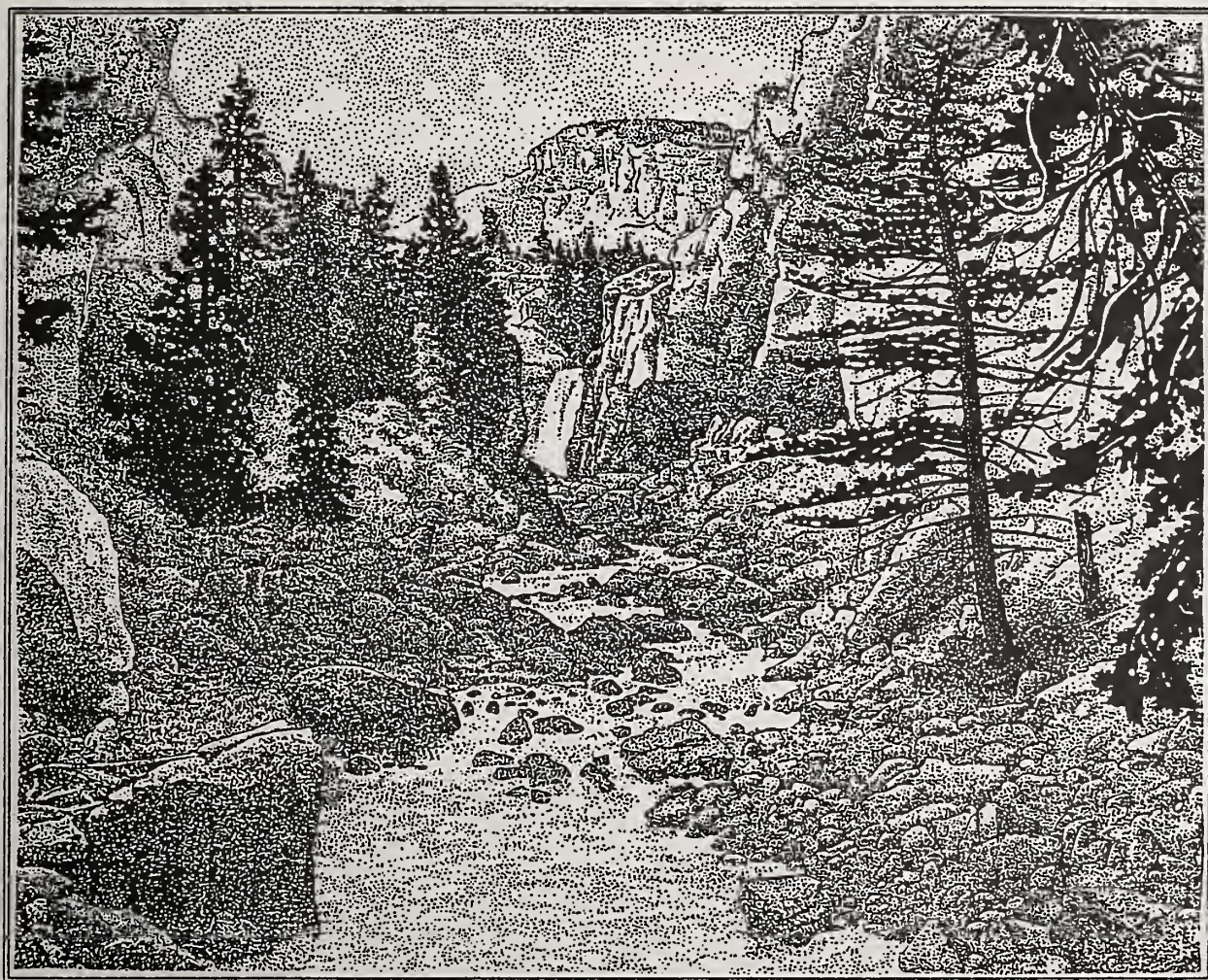
796.5
F2m
1993
1993 Montana
statewide
comprehensive
outdoor recreation
plan

1993 MONTANA STATEWIDE COMPREHENSIVE OUTDOOR RECREATION PLAN

STATE DOCUMENTS COLLECTION

MAR 21 1994

MONTANA STATE LIBRARY
1515 E. 6th AVE.
HELENA, MONTANA 59620



Montana Fish,
Wildlife & Parks

MONTANA STATE LIBRARY
S 796.5 F2m 1993 c.1
1993 Montana statewide comprehensive out
3 0864 00088648 4



OFFICE OF THE GOVERNOR

STATE OF MONTANA



MARC RACICOT
GOVERNOR

STATE CAPITOL
HELENA, MONTANA 59620-0801

Dear Reader:

I am pleased to present to you the 1993 Montana Statewide Comprehensive Outdoor Recreation Plan. This plan maintains the state's eligibility to receive funding from the federal Land and Water Conservation Fund Grants Program.

For over 25 years the Department of Fish, Wildlife and Parks has administered Montana's share of the program, financing more than 750 projects statewide representing a \$60 million investment of federal, state and local dollars. The 1993 plan represents a cumulative effort of 25 years of comprehensive planning.


The 1993 plan is also the most widely circulated of any previous Statewide Comprehensive Outdoor Recreation Plan for public comment and review, with copies transmitted to each town, city, county, tribal government and federal government agency in Montana.

I hope that you will find the 1993 Montana Statewide Comprehensive Outdoor Recreation Plan both informative and useful. I take pleasure in endorsing these efforts.

Sincerely,

A handwritten signature in cursive script that reads "Marc Racicot".

MARC RACICOT
Governor



Digitized by the Internet Archive
in 2017 with funding from
Montana State Library

<https://archive.org/details/1993montanastate1993mont>

State of Montana
Marc Racicot, Governor

Montana Department of Fish, Wildlife & Parks
Patrick Graham, Director

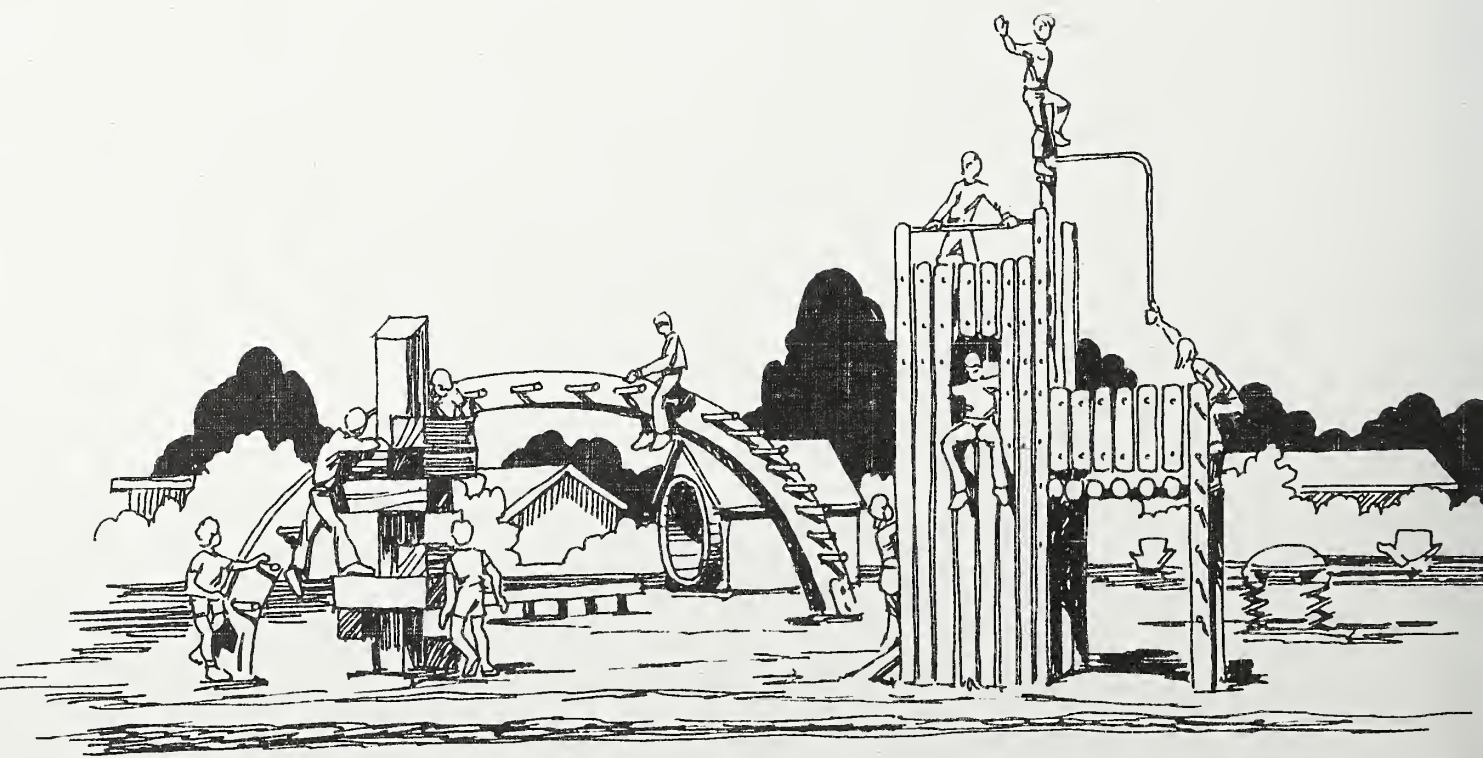
State Parks Division
Arnold Olsen, Administrator &
State Liaison Officer

Program Development Bureau
Jeffrey Tiberi, Bureau Chief
James Domino, Outdoor Recreation Planner &
SCORP Project Coordinator

University of Montana, Institute for
Tourism and Recreation Research
Stephen F. McCool, Director
Susan Yuan, Visiting Associate Professor
Theron Miller, Research Assistant
Steve Smith, Research Assistant

TABLE OF CONTENTS

INTRODUCTION.....	1
OUTLINE OF THE PLAN.....	3
SECTION I, TREND ANALYSIS.....	4
SECTION II, FOCUS AREAS.....	65
SECTION III, IMPLEMENTATION PLAN.....	67
Local Open Project Selection Process.....	76
State Sponsored Project Selection Process.....	85
Local Government Recreation Facility Inventory and Needs Analysis.....	87
SECTION IV, MONTANA WETLANDS.....	93
SECTION V, PUBLIC COMMENT.....	100



INTRODUCTION

Montana is richly endowed with an abundance of outstanding natural, cultural, historic and recreational resources. Its citizens have a outdoor legacy linked inseparably to the land. The name Montana is derived from the Spanish word for mountain, with the western third of the State dominated by the rugged northern ranges of the Rocky Mountains. The central and eastern portions of the state are a mixed composite of high plains, rolling hills and isolated prairie mountain ranges. It is within this diverse and vast landscape that Montanans develop their rich outdoor recreation heritage. Montanans place tremendous importance on ensuring that their outdoor recreational needs are met, and that the State's rustic attributes are properly managed and conserved for present and future generations.

The Montana Department of Fish, Wildlife and Parks (FWP), through the Parks Division, has prepared the Statewide Comprehensive Outdoor Recreation Plan (SCORP) as a means to identify the outdoor recreational needs and desires of Montanans, and as a way of identifying programs and actions to fulfill those needs in a way that will benefit all Montanans. The legal authority for outdoor recreation planning in Montana is derived from Section 23-2-101, Montana Code Annotated (MCA). Section 23-2-102 MCA authorizes Montana's participation in the federal Land and Water Conservation Fund (LWCF) Act of 1965 (Public Law 88-578). The Parks Division administers the LWCF program, which provides matching grants to state and local governments for acquisition, development and improvement of outdoor recreation resources or facilities. The National Park Service is responsible for administering the LWCF program for the federal government. A SCORP is required from each state at least every five years in order to remain eligible for LWCF revenues. In the 27 years since the act passed, Montana has received approximately 60 million to fund more than 750 projects, ranging from half-acre city parks, to 55,000 acre Wildlife Management Areas.

The 1993 Montana Statewide Comprehensive Outdoor Recreation Plan (SCORP) has been developed to provide guidance and cohesiveness to the management of outdoor recreation resources in Montana, and to facilitate services provided to users by federal, state and local governments, as well as private providers. It differs from previous SCORP documents in that a contemporary assessment of needs, issues, participation in outdoor recreation activities, and policies to address problem areas has been achieved by looking at SCORP planning efforts over the past 27 years since the first Montana SCORP was published in September of 1965, as well as recently conducted public assessments and inventories.

The 1993 SCORP initiates what is hoped to be an on-going process of self-evaluation, assessment, and action to address a more narrowly focused range of concerns. This will include planning frameworks, needed research, and actual measurable outcomes, as opposed to previous SCORPs which attempted to cover a broad spectrum of outdoor recreation issues, and identified actions with little or no evaluative substance. This is not a venture to de-emphasize the many significant problems and challenges facing natural resource conservation and outdoor recreation management efforts in Montana, but simply an effort to transform SCORP to a more workable and useable planning tool. Past SCORPs mainly served as a comprehensive information source for a specific point in time, requiring updating every five years. They generally lacked clearly defined goals, measurable objectives, and did not maintain social science methodological standards from one SCORP to the next.

The Analysis of Trends section utilizes information from research conducted outside, as well as within the seven previous Montana SCORP processes to identify patterns in recreation participation, issues, actions and policies, and recreation needs. Also provided are recommendations for standardizing data collection and survey techniques, and basic definitions of various recreational activities. This information and data collected from other studies referenced in the report serve as the basis for the three focus areas that the 1993 SCORP will address.

OUTLINE OF THE PLAN

The 1993 Montana SCORP is organized into six sections. The first section contains the Analysis of Trends report. The Trend Analysis reviewed the findings and information contained from each of the seven previous Montana SCORPs.

Section II outlines the focus areas for the 1993 SCORP.

Section III, the Implementation Plan, presents the issues that will be addressed during the next SCORP planning cycle. Also included is a new LWCF Open Project Selection Process (OPSP) for evaluation of project proposals requesting matching grant assistance. Based on the findings of the trend analysis and the local government facility and needs inventory, three new criteria have been added to the OPSP.

The fourth section consists of the Montana wetlands portion of the SCORP, as required by National Park Service SCORP guidelines.

Section V contains a summary of public comment received during the official public comment period, which ran from October 15 to December 15, 1992. Also contained in this section is an overview of the public involvement process utilized with the various SCORP special projects.

Section VI (appendices) contains research, inventory, and project reports conducted as part of the SCORP process. Also provided is the new Montana Recreation Guide which gives an overview of the State's natural and wild resources, and recreational opportunities.

SECTION I

AN ANALYSIS OF TRENDS IN RECREATION PARTICIPATION AND SCORP POLICY RECOMMENDATIONS

Developed by the Institute for Tourism and Recreation Research,
University of Montana, February, 1992.

Principle Researchers: Dr. Susan Yuan, Visiting Associate
Professor; Theron Miller, Research Assistant; Steve Smith,
Research Assistant; Fish, Wildlife & Parks Project Coordinator,
James P. Domino, Outdoor Recreation Planner.

**AN ANALYSIS OF TRENDS
IN RECREATION PARTICIPATION AND
SCORP POLICY RECOMMENDATIONS**

Prepared by

**Susan Yuan
Theron Miller
Steve Smith**

**Institute for Tourism and Recreation Research
School of forestry
University of Montana**

Research Report 20

**Institute for Tourism and Recreation Research
School of forestry
University of Montana
Missoula, Montana**

February 1992



TABLE OF CONTENTS

INTRODUCTION	1
OBJECTIVES	2
METHODS	2
SECTION ONE - RECREATION PARTICIPATION	2
Participation Measurement.....	2
How Resident Participation Was Measured.....	2
How Non-Resident Participation Was Measured	3
Limitations	3
Results	4
Resident Participation	4
Non-Resident Participation.....	18
Comparison of Residents and Non-Residents	23
Most Popular Activities.....	23
Projections	26
Recommendations.....	29
Include More Detailed Explanations.....	29
Include Operational Definitions	29
Use A Consistent Set Of Activities	32
Use The Same Interval When Making Projections And Make A Consistent Number Of Projections.....	32
Use A Standard Methodology To Make Projections	32
SECTION TWO - ISSUES AND ACTIONS	32
Introduction	32
Overview	32
Review of Issues.....	33
Comparison of Issues.....	37
Actions.....	37
Recommendations.....	40
Add a "monitoring" section.....	40
Establish a specific format	40
Explain how issues were delineated	40
SECTION THREE - RECREATION NEEDS.....	41
Introduction	41
Determination of Need.....	41
Review of Needs.....	42
Barriers	44
Recommendation	46
Use a consistent method for determining needs.....	46
Establish a specific unit of measurement for reporting needs.....	46
Add a section on how the need is to be addressed.....	46
Prioritize recreation needs.....	47
Base demand on participation and levels of satisfaction.....	47

Table of Contents (continued)

Identify current and projected needs	47
Add a "monitoring" section	47
Identify changes in supply	47
SECTION FOUR - CONCLUSIONS.....	47
APPENDIX A	
DEFINITIONS OF SELECTED ACTIVITIES.....	51
APPENDIX B	
KEY ISSUES BY SCORP.....	53
APPENDIX C	
KEY ACTIONS BY CATEGORY	55

LIST OF TABLES

Table 1.....	5
Table 2.....	19
Table 3.....	20
Table 4.....	27
Table 5.....	34
Table 6.....	35
Table 7.....	36
Table 8.....	38
Table 9.....	43
Table 10.....	45
Table 11.....	49

LIST OF FIGURES

Figure 1	8
Figure 2	9
Figure 3	11
Figure 4	12
Figure 5	13
Figure 6	14
Figure 7	15
Figure 8	16
Figure 9	17
Figure 10	22
Figure 11a.....	24
Figure 11b	24
Figure 12	25
Figure 13	28
Figure 14	30

INTRODUCTION

For over 25 years the Montana Department of Fish, Wildlife and Parks (DFWP) has administered the federally supported Land and Water Conservation Fund (LWCF). The LWCF was established to provide states and local communities with matching funds for planning, development and acquisition of lands for recreation and parks. States are eligible to receive LWCF monies only if they prepare a State Comprehensive Outdoor Recreation Plan (SCORP) approximately every five years. These plans, which are to prioritize recreation needs and indicate directions for the development of resources and programs, usually consist of four main components: the supply of recreation opportunities, the present and projected demand for recreation, the present and projected needs, and the recommended courses of action to correct any deficiencies. In essence, the supply of recreation facilities/opportunities and the demand for such facilities/opportunities are used to determine recreational need.

The Parks Division of the DFWP prepared seven SCORPs from 1965 to 1988. Vast differences exist among the SCORPs, in terms of content, thoroughness, and layout. Each was substantially independent of the previous one, and no systematic evaluation of participation trends, issues and recommended actions, or recreation needs over time has been conducted.

Since recreation participation rates have not been examined over time, trends are unknown. It is not clear, for example, whether the popularity of specific activities has increased, decreased, or remained constant over the past 25 years. Furthermore, examination of the accuracy of past participation projections may provide information that allows more

accurate and more confident participation projections.

Similarly, issues contained within the various SCORPs have not been examined over time to determine if trends exist. Issues contained within each SCORP may bear little resemblance to issues identified in the previous one. From one SCORP to another, issues may be inconsistent. In addition, the recommended actions that accompany a particular issue may remain unchanged across several SCORPs. Although an item or an area may remain an issue across several SCORPs, progress toward the resolution of the issue should be apparent. The recommended actions should reflect this progress. That is, although the issue may remain the same or similar, the recommended actions should change as progress is being made. If the recommended actions are carried out, the next SCORP should contain new recommended actions.

Lastly, since recreation needs have not been examined over time, it is not clear whether the needs identified in the early SCORPs were met or if they reoccurred as needs in the later SCORPs. Examining these needs will help determine if a certain type of needs (i.e. facilities in urban areas, winter activities, public access, etc.) was addressed or ignored over time.

An evaluation of participation trends, issues and recommended actions, and recreation needs over time will supply information to help administrators make decisions and prepare future SCORPs. This information, which provides an assessment of what occurred in the past, will suggest directions for the future. The suggestions could be used at two levels. First, the actual trend information will be useful. It can be used to identify where to concentrate time, money, and effort. For example, repeatedly identified needs can be given priority in the action phase. Trend information thus provides a rational for taking a particular course of action. Second, the methodology used to address

the areas of participation, issues, and needs may suggest ways to improve the assessments in the future. If methodological changes in the SCORP process or document are warranted, they can be identified and rationalized using past SCORPs.

OBJECTIVES

Examining past SCORPs will provide insights that may help future SCORP planners develop a document that has continuity and makes use of information contained in the past SCORPs. The overall purpose of this study was to examine trends in the seven SCORPs and make methodological recommendations regarding future SCORPs. The four main objectives of the study were to:

- 1) Analyze recreation participation patterns identified as part of the SCORP process as well as those identified in other documents;
- 2) Examine recommended policies from past SCORPs and related documents and determine if they have changed, stayed the same, or exhibited common patterns;
- 3) Examine recreation needs identified in SCORPs and other pertinent documents;
- 4) Provide review and recommendations regarding the SCORP process in order to facilitate the development of future documents.

METHODS

A content analysis of each SCORP and other pertinent documents was conducted. The seven SCORPs were from the following years: 1965, 1967, 1969, 1973, 1978, 1983, and 1988. Since the 1967 SCORP was a revised version of the 1965 SCORP, much of the information contained in the two was the same. The other documents included in

this study were: *Attitudes -- Outdoor Recreation in Montana*, The University of Montana's Bureau of Business and Economic Research, 1980; *The Montana Outdoor Recreation Needs Survey*, Frost and McCool, School of Forestry, The University of Montana, 1986; research in progress, The University of Montana, Institute of Tourism and Recreation Research, 1991.

SECTION ONE - RECREATION PARTICIPATION

Participation Measurement

How Resident Participation Was Measured

All seven SCORPs contain participation information. However, since the participation information in the 1967 SCORP was the same as the information in the 1965 SCORP, the 1967 SCORP was not included in this analysis. Of the remaining six SCORPs, four measured participation using similar methods, while two used dissimilar methods. The 1973 SCORP measured participation in occasions per weekend, the 1978 SCORP used the number of occasions during a particular month, and the remaining four SCORPs either used activity days or contained information from which activity days could be calculated.

Those SCORPs that used activity days as the measure determined the frequency of participation and then multiplied it by the population to determine participation estimates. The 1965 SCORP used the 1960 U.S. Bureau of Census Report to obtain a population estimate. The activity rate was determined by the Bureau of Outdoor Recreation. It is not known how the activity rate was determined. Similarly, the 1969 SCORP determined the population figure based upon the 1970 estimate presented in the previous SCORP. Frequency of participation for 1970 was determined via Montana Fish and Game surveys. These

mail surveys were conducted during each of the four seasons. Information on how the sample was drawn was not given.

The 1983 SCORP participation data came from a study entitled *Attitudes -- Outdoor Recreation in Montana*, conducted by The University of Montana's Bureau of Business and Economic Research in 1979. This study utilized a telephone survey involving randomly selected telephone numbers from Montana. The 1988 SCORP used Montana Department of Commerce 1987 population projections. Frequency of participation was estimated from the 1985 Recreation Needs Survey conducted by The University of Montana. This study contacted Montana residents via telephone. Although the 1983 and 1988 SCORPs did not use activity days to report participation, frequency of participation was reported, so activity days were calculated for the present study.

The 1973 and 1978 SCORPs did not use activity days to report recreation participation. The 1973 results were reported in occasions per weekend. No elaboration was given on what was meant by occasions per weekend. In 1978, participation was reported as frequency of participation (or number of occasions) in a particular month. The month of July was used for non-snow-oriented activities, while the month of February was used for snow-oriented activities. No attempt was made to use these figures to estimate participation during a 12-month period. Obviously, it is unrealistic to multiply the number of July occasions for bicycling, for example, by 12 to determine participation for the year. People do not necessarily bicycle with the same frequency throughout the year. To get a participation figure for the year, a determination would have to be made of how much people bicycled in each month as compared to July. This is problematic since it would involve making numerous assumptions that would differ for each of the activities.

How Non-Resident Participation Was Measured

Of the SCORPs reporting non-resident participation, two, the 1969 and the 1983, expressed participation in activity days. For the 1969 SCORP, the total number of visitors, as reported in the 1958 Montana Tourist Survey, was multiplied by the same activity rate (days per person) used for Montana residents. In the 1983 SCORP, the data were based on the 1980 Old West Region Non-Resident Travel and Recreation Survey. Participation was reported in activity days. The 1978 SCORP reported non-resident participation for only one activity, camping. The unit of measure was "occasions" or frequency of participation in a particular month.

Limitations

Before examining participation rates or projections, it is necessary to understand several limitations of the data. Two factors severely limit the ability to make comparisons across the six SCORPs. First, the manner in which the original participation data were gathered differed from SCORP to SCORP. So, although activity days were reported for two SCORPs and could be computed for two more, the methodological differences may affect the participation rates. Second, participation rates for a total of 48 activities were reported in the six SCORPs. However, the definition of the activities was sometimes unclear or had changed from one SCORP to the next. For example, the activity "boating" was not defined in either 1965 or 1969, and the definition changed significantly between 1973, 1978, and 1983. (Boating was not used in 1988.) It included only motor boating in 1973. In 1978, it included river floating, sailing, motor boating, and "other" boating. In 1983, it consisted of motor boating and water skiing. Appendix A contains the definitions used in the SCORPs for activities that may be unclear or ambiguous. Given these limitations,

participation comparisons among the SCORPs are somewhat tenuous.

Results

The results of the recreation participation patterns are presented in four sections. The first contains resident and non-resident participation rates, as well as a comparison between the two. In the second section, the most popular activities are examined by year. The third section examines participation projections. In the fourth and final section, comments are made regarding ways to improve future SCORPs.

Resident Participation

Table 1 shows the participation rates for 48 activities contained within the six SCORPs. To make this information more useful to managers, the activities were aggregated into nine categories. These categories are not definitive, nor are they meant to be mutually exclusive. Instead, they provide an useful way to group activities so that similar activities can easily be compared. The categories are: water-oriented activities, snow-oriented activities, trail activities, non-trail activities, camping/day use, hunting/fishing-related activities, appreciative/spectator activities, team/site-oriented sport activities, and miscellaneous activities.

Although the information in Table 1 cannot be used to determine trends in participation, it does highlight some important points. First, four different units of measurement were used to report participation rates. Second, there was no consistency in the activities reported. For example, ice skating was reported in 1969, 1978, and 1988 but not in 1965, 1973, and 1983. Interpretations must therefore be generalized and somewhat speculative.

While the information in Table 1 cannot be construed as precise participation rates, it does reflect the general magnitude of participation. Figures 1 through 9 graphically display

the participation rates by category of activity for the four SCORPs that contain activity days. Of the ten activities in the water-oriented category, swimming was the only activity with data for all four years. Participation in swimming remained relatively constant at approximately three million activity days across the four SCORPs (Figure 1). Similarly, sailing remained relatively constant at less than 100,000 activity days. The number of activity days for canoeing was similar in 1965, 1969 and 1988. Boating and water skiing exhibited similar patterns -- for both, the 1969 participation was higher than the previous and the later years. They did differ in magnitude, as would be expected: more people participated in boating than in water skiing. Swimming had the highest participation of all water-oriented activities.

The snow-oriented activity participation rates are graphed in Figure 2. Note that for the purpose of the graph, snow skiing and downhill skiing were combined. The SCORPs did not define snow skiing, but given the years in which snow skiing was reported, it is reasonable to assume that snow skiing consisted of mostly downhill skiing with little cross-country skiing. Participation in downhill skiing was minimal in 1965, reached its highest point in 1969, fell in 1983, and rose again in 1988. Cross-country skiing participation was reported in two SCORPs, 1983 and 1988. Fewer people cross-country skied in 1983 than in 1988. As shown in Figure 2, the number of people participating in downhill and cross-country skiing was similar. Participation in snowmobiling was relatively constant from 1983 to 1988, the two years in which it was reported. The number of activity days in 1988 for ice skating was considerably less than it was in 1969.

Of the seven trail activities, four have participation rates reported for more than one year. Horseback riding participation was relatively similar, at approximately .8

Table 1: Participation Rates for Residents¹

Activity SCORP 1965 (Activity Days) SCORP 1969 (Activity Days) SCORP 1973 (Opportunities/Weekend) SCORP 1978 (Occasions) SCORP 1983 (Activity Days) SCORP 1988 (Activity Days)

Water-Oriented Activities

Boating	728,748	2,828,200	83,200	842,639	1,065,000	--
Boating -- Power	--	--	--	--	--	980,000
Canoeing	47,234	50,120	--	--	--	264,800
Kayaking	--	--	--	--	--	26,400
Rafting	--	--	--	--	--	319,200
River Floating	--	--	--	201,066	546,000	--
Sailing	53,981	57,280	--	--	--	38,400
Swimming	3,616,751	3,336,560	107,300	516,302	3,565,000	3,099,100
Water Skiing	290,150	1,245,840	--	--	--	345,600
Windsurfing	--	--	--	--	--	14,000

Snow-Oriented Activities

Skiing -- Downhill	--	--	--	399,985	311,000	662,400
Skiing -- Cross-Country	--	--	--	227,789	478,200	754,600
Skiing -- Snow	20,243	880,680	50,000	--	--	--
Ice Skating	--	1,116,960	--	270,240	--	228,900
Snow Playing	--	1,195,720	--	263,357	--	--
Snowmobiling	--	--	92,800	409,247	404,000	474,000
Snowshoeing	--	--	--	83,897	--	--
Tobogganning	--	286,400	--	--	--	--

Table 1 (continued)

Activity SCORP 1965 (Activity Days) SCORP 1969 (Activity Days) SCORP 1973 (Opportunities/Weekend) SCORP 1978 (Occasions) SCORP 1983 (Activity Days) SCORP 1988 (Activity Days)

Trail Activities

Backpacking	--	--	--	272,457	--	504,600
Day Hiking	--	--	--	--	--	13,707,000
Hiking	330,636	451,080	109,100	--	1,258,200	--
Horseback Riding	593,795	1,646,800	47,100	253,657	1,026,000	793,800
Motorcycle Riding	--	--	--	--	1,436,400	--
Mountain Biking	--	--	--	--	--	78,500
Nature Walks	465,589	551,320	--	--	--	--
ORV	--	--	--	655,564	--	1,670,900

Non-trail Activities

Bicycling	1,241,571	1,303,120	58,500	168,334	3,582,000	4,582,000
Jogging	--	--	--	--	--	3,510,000
Walking	2,618,096	3,071,640	105,100	556,251	7,852,000	--

Camping/Day Use Activities

Camping	708,505	3,150,400	139,900	1,344,641	3,145,000	2,462,400
Picnicking	1,410,263	4,553,760	155,500	632,415	2,539,200	2,672,400

Hunting/Fishing Related Activities

Fishing	1,268,562	6,014,400	111,700	--	4,494,000	4,027,200
Hunting	--	1,346,080	150,700	--	1,922,000	2,228,000
Target Shooting	--	--	--	--	--	838,000

Table 1 (continued)

Activity

SCORP 1965 (Activity Days)

SCORP 1969 (Activity Days)

SCORP 1973 (Opportunities/Weekend)

SCORP 1978 (Occasions)

SCORP 1983 (Activity Days)

SCORP 1988 (Activity Days)

Appreciative/Spectator Activities

Bird Watching	--	--	--	--	4,012,500	3,950,100
Outdoor Concerts	148,449	186,160	--	--	--	--
Pleasure Driving	3,515,536	4,131,320	196,900	--	4,677,600	--
Sightseeing	1,848,862	2,255,400	119,500	--	--	--
Sports Events	695,010	787,600	--	--	--	--

Team/Site Oriented Sport Activities

Baseball/Softball	--	--	--	--	--	1,010,100
Basketball	--	--	--	--	--	908,000
Golfing	--	522,680	46,100	--	--	1,190,000
Playing Games	2,273,965	2,584,760	--	--	4,791,000	--
Soccer	--	--	--	--	--	94,000
Tennis	--	--	--	--	--	601,200

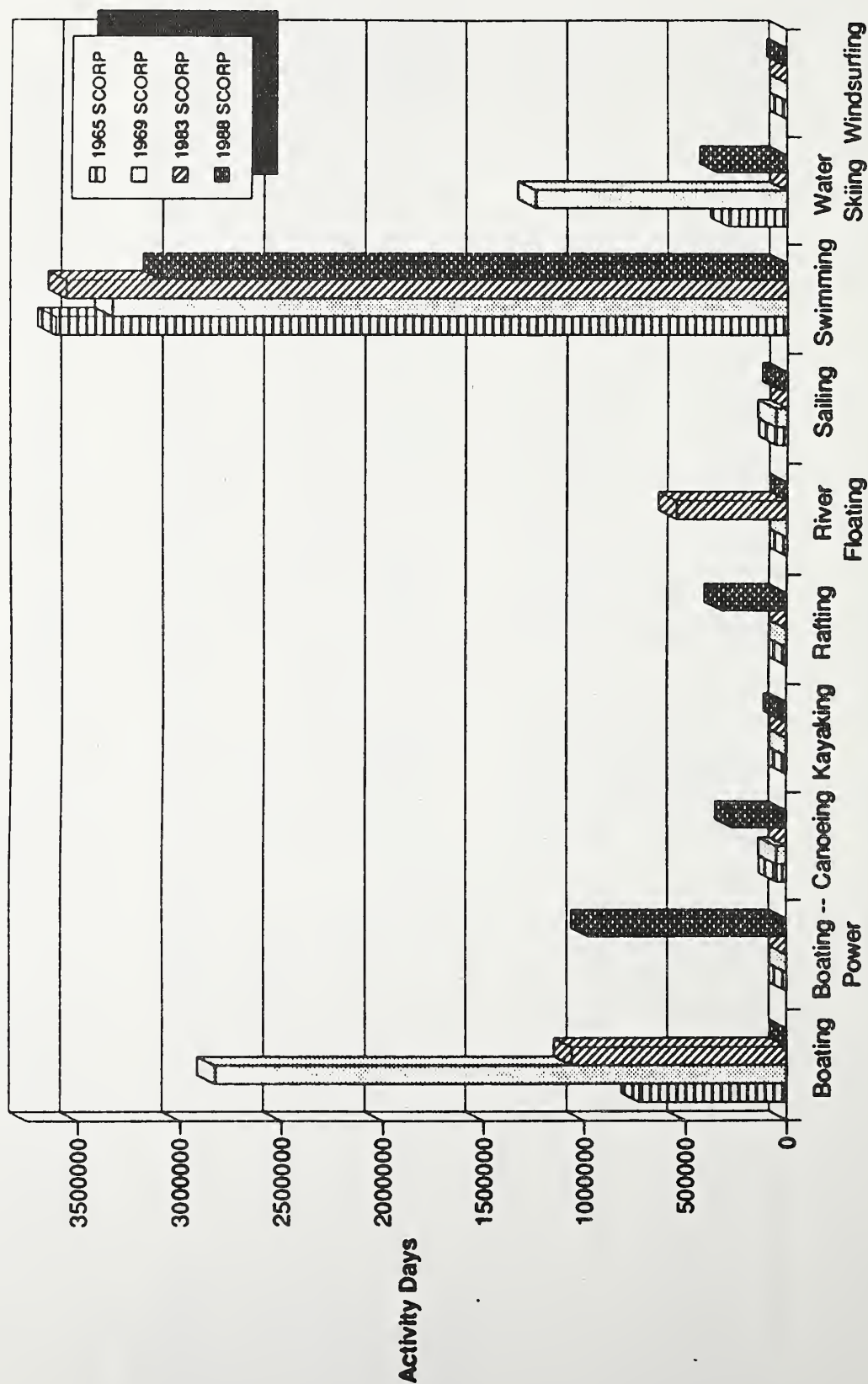
Miscellaneous Activities

Mountain Climbing	33,738	50,120	--	--	--	--
Rock Hounding	--	--	--	--	82,000	--

¹ Participation data for the SCORPs was determined in the following ways:

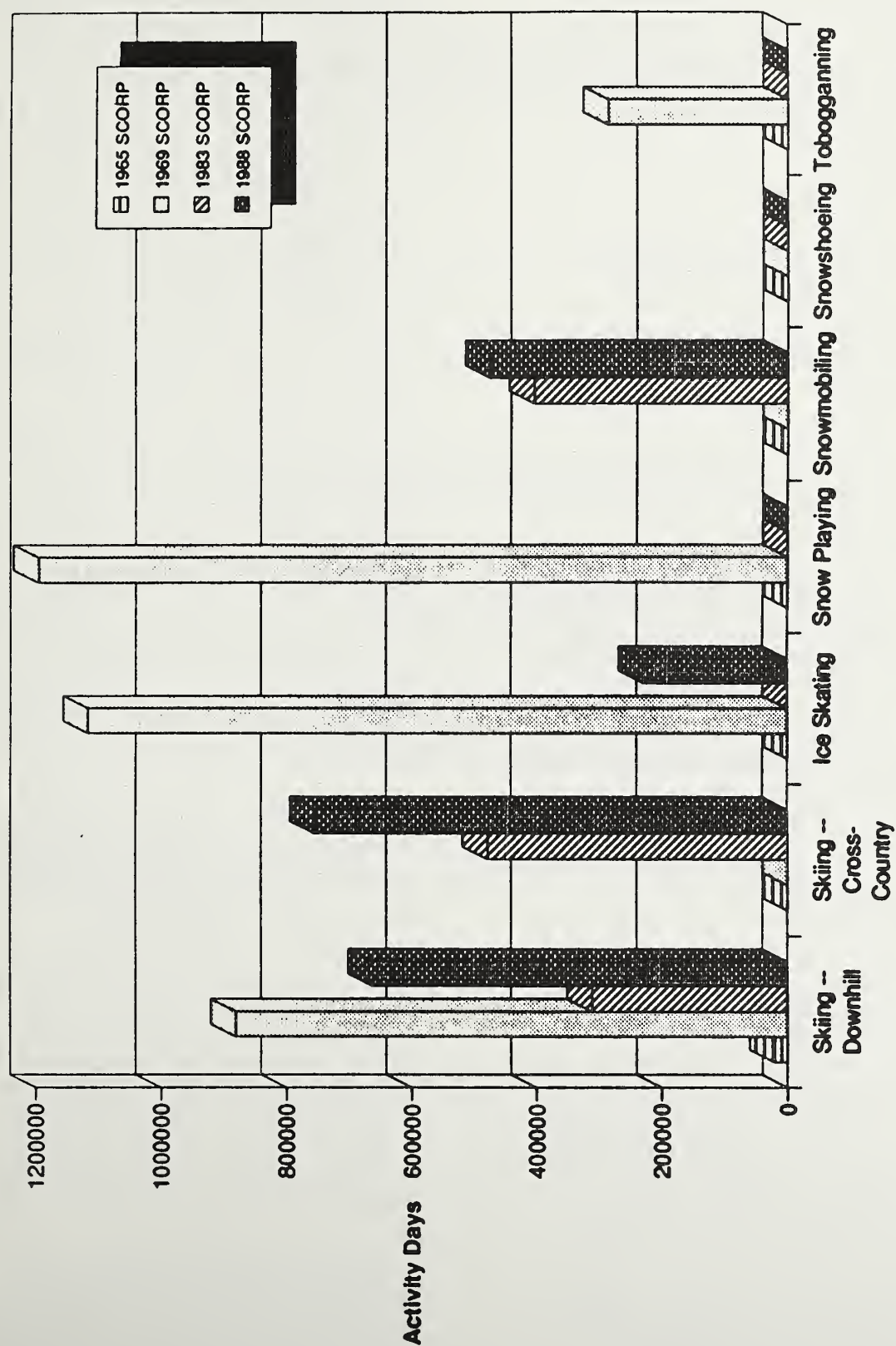
- the 1965 SCORP used 1960 U.S. Bureau of Census population data and Bureau of Outdoor Recreation activity rates
- the 1969 SCORP used 1970 population estimated made in the 1967 SCORP and frequency of participation from 1966 and 1967 Montana Fish and Game surveys
- the 1973 SCORP used 1971 Montana Resident Survey data
- the 1978 SCORP used 1976 and 1977 survey data for participation and population data from the Research and Information Systems Division of the Montana Department of Community Affairs
- the 1983 SCORP used participation data from a 1979 survey of residents
- the 1988 SCORP used participation data from a 1987 survey of residents

Figure 1: Resident Participation in Water-Oriented Activities



Activities showing zero participation represent activities that were not examined by the SCORP.

Figure 2: Resident Participation in Snow-Oriented Activities



Activities showing zero participation represent activities that were not examined by the SCORP.

million activity days in all but the 1969 SCORP, where it increased dramatically (Figure 3). Participation in hiking was of the same magnitude in the 1965 and 1969 SCORPs, but increased substantially in 1983. Taking nature walks was reported in the earliest two SCORPs and had similar participation.

Figure 4 displays the non-trail activities, walking, bicycling and jogging. (Note: it was decided to put walking in the non-trail category for the purpose of the graphs since, for the years it was reported, hiking was included as a trail activity. This is a subjective assignment given the limited definitions for these activities.) Jogging was only reported in one year, whereas walking was reported in three SCORPs, and bicycling was reported in all four SCORPs. Participation in walking increased slightly between 1965 and 1969. However, the participation more than doubled in 1983. Bicycling participation was similar in the first two SCORPs, with approximately one million activity days. Participation increased by over two million between 1969 and 1983. Bicycling also increased substantially in 1988. Participation in jogging was not as high as participation in bicycling.

The participation rates for camping and picnicking are displayed in Figure 5. Participation in camping increased between 1965 and 1969. The participation remained relatively similar between 1969 and 1983 and then decreased a little in 1988. Picnicking increased substantially from 1965 to 1969. However, it was virtually the same in 1983 and 1988. The number of activity days that people camped and picnicked was very similar, approximately 2.5 million, in the two most recent SCORPs.

Of the three hunting/fishing related activities, two had participation reported for more than one year (Figure 6). The number of activity days for fishing increased by approximately five million between 1965 and 1969. It then

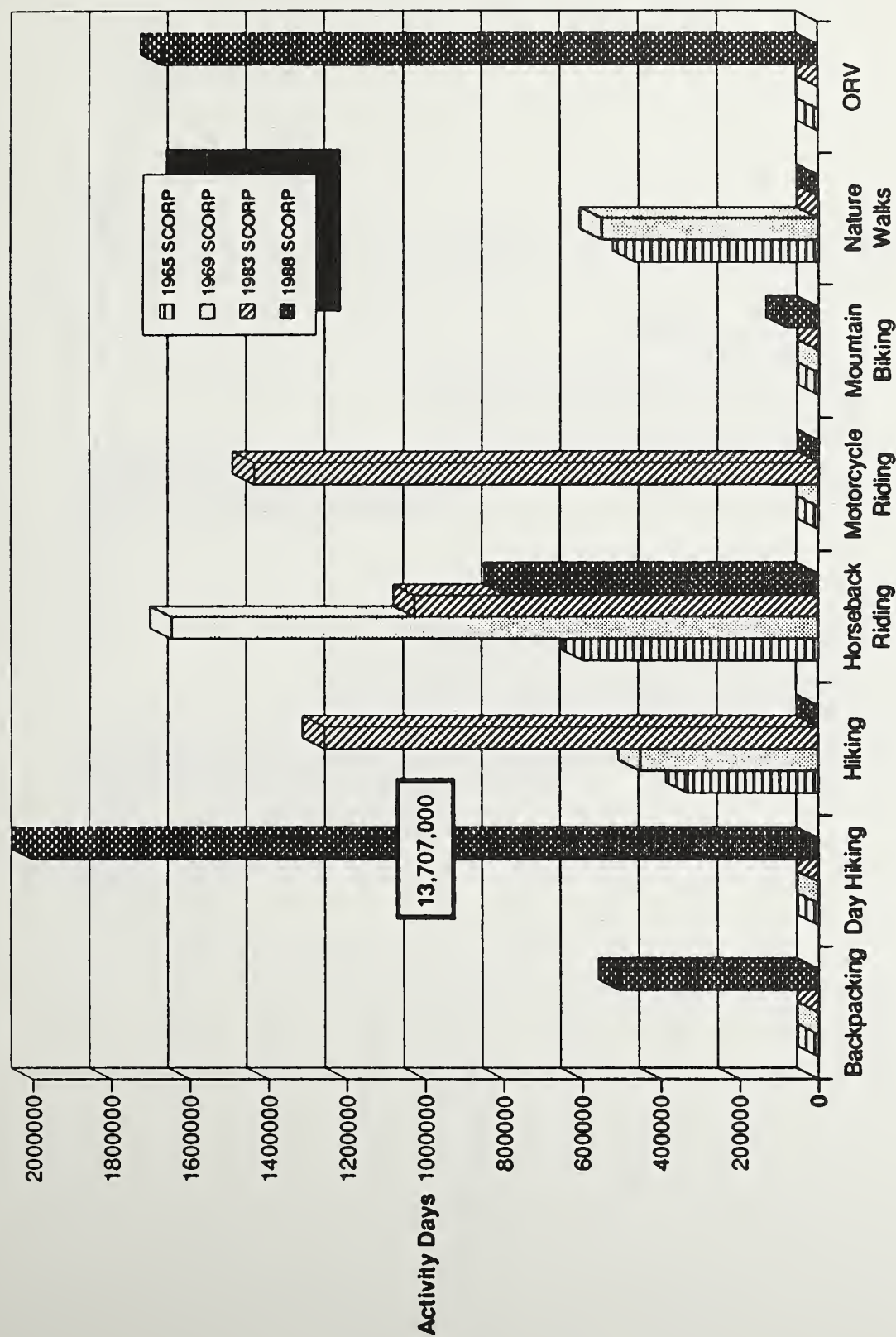
decreased by nearly two million in 1983 and remained relatively the same in 1988. The number of activity days of hunting was substantially less than that of fishing. Hunting increased slightly between 1969 and 1983, from approximately 1.5 million to 2 million activity days. It remained relatively constant between 1983 and 1988.

Within the appreciative/spectator activity category, pleasure driving, bird watching and attending outdoor concerts had similar participation rates at approximately 4 million activity days each (Figure 7). Attending outdoor concerts had a low participation rate in 1965 and 1969, but participation increased substantially, by about 4 million, in 1988. Pleasure driving, which has always had a high participation rate, had moderate increases in participation between 1965, 1969, and 1983. Participation was not reported for 1988. Participation for attending sports events was reported only in the first two SCORPs. Participation was essentially the same, at about .75 million activity days, for each of the years. Sightseeing was also only reported in the earliest two SCORPs, with participation increasing only slightly between the two.

Participation rates for the activities in the team/site-oriented sport category were reported only in the 1988 SCORP. Golf was the exception, being reported in both 1969 and 1988. Prior to 1988, participation in these activities was reported as an aggregated total under the activity heading "playing games." Since there are more participation data for playing games, it is displayed in the graph rather than the individual sports (Figure 8). Participation in playing games was similar in 1965 and 1969, at about 2.5 million activity days, and then increased by approximately 2 million in 1983.

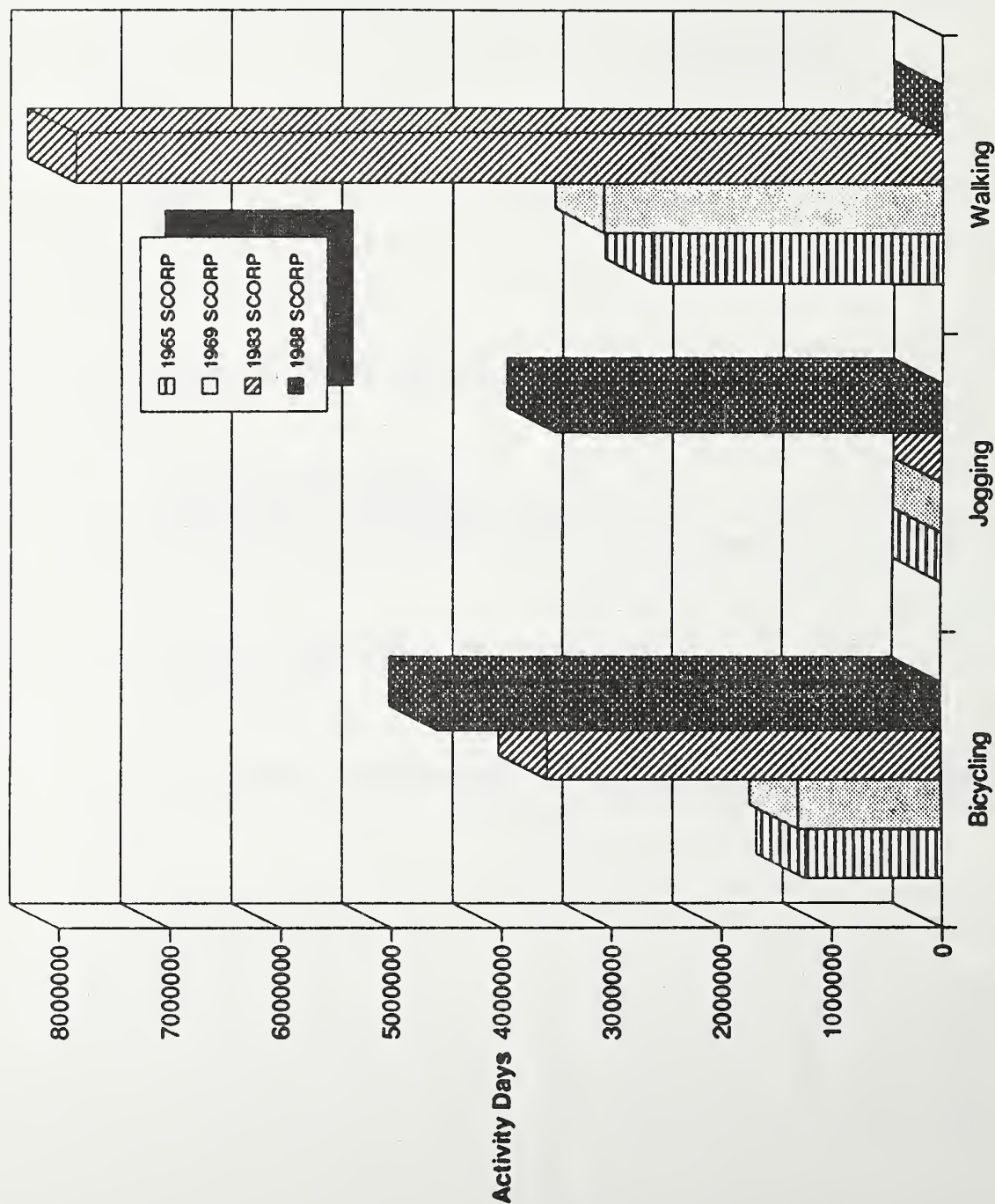
Of the two activities in the miscellaneous category, only mountain climbing had participation rates reported for more than a single year (Figure 9). The number of activity days increased slightly from 1965 to 1969, although only about 50,000 activity days occurred in 1969.

Figure 3: Resident Participation in Trail Activities



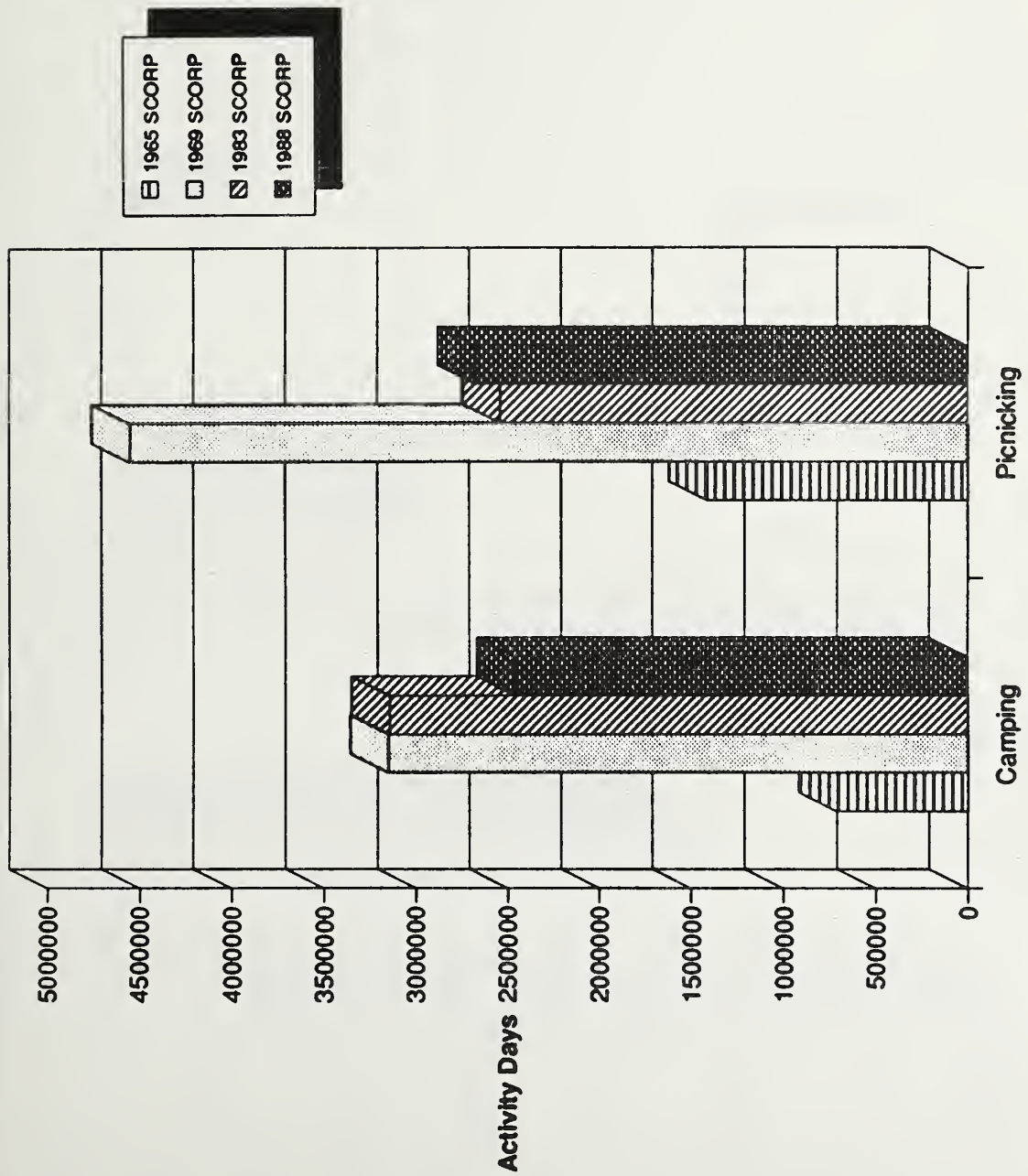
Activities showing zero participation represent activities that were not examined by the SCORP.

Figure 4: Resident Participation in Non-Trail Activities



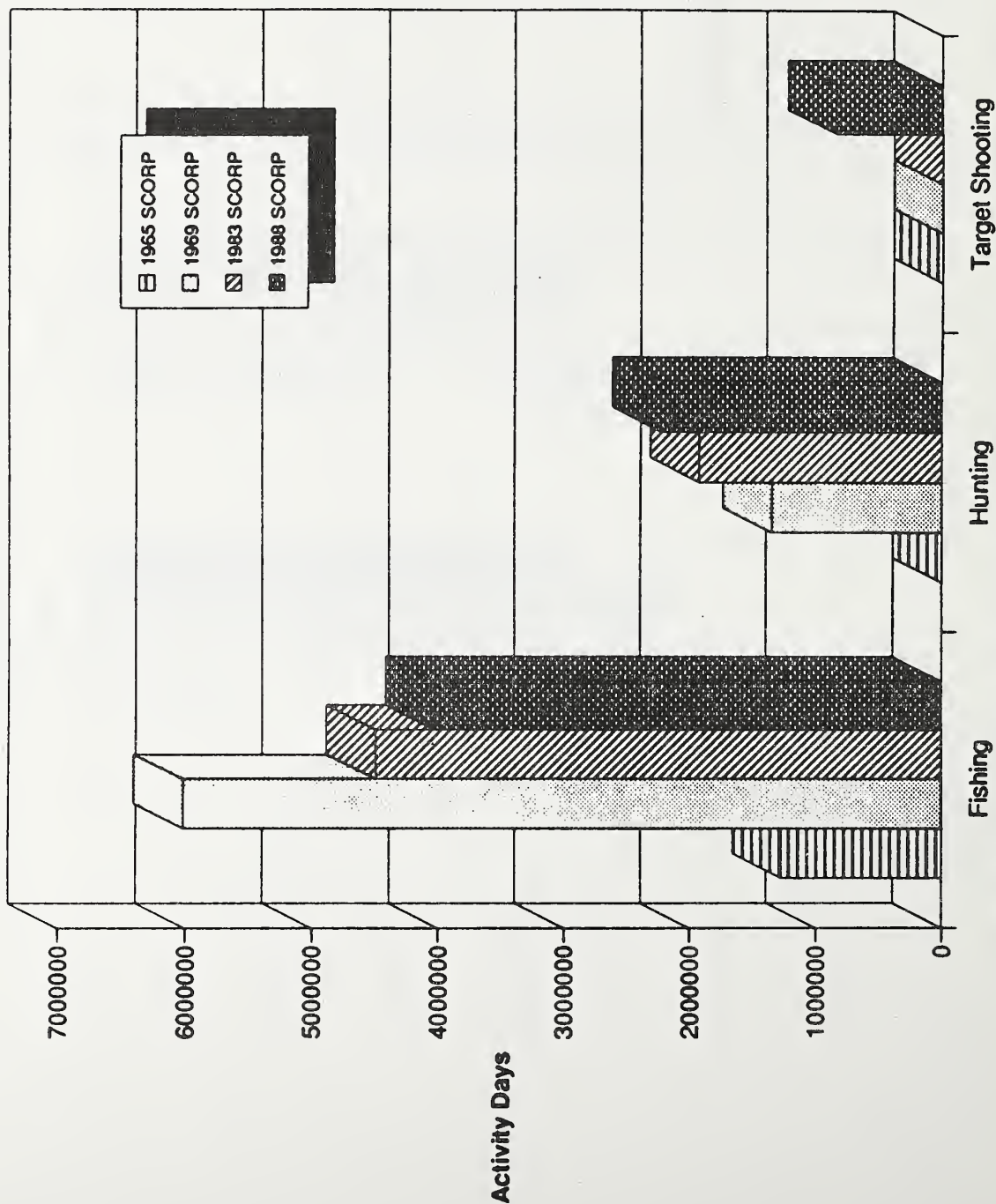
Activities showing zero participation represent activities that were not examined by the SCORP.

Figure 5: Resident Participation in Camping/Day Use Activities



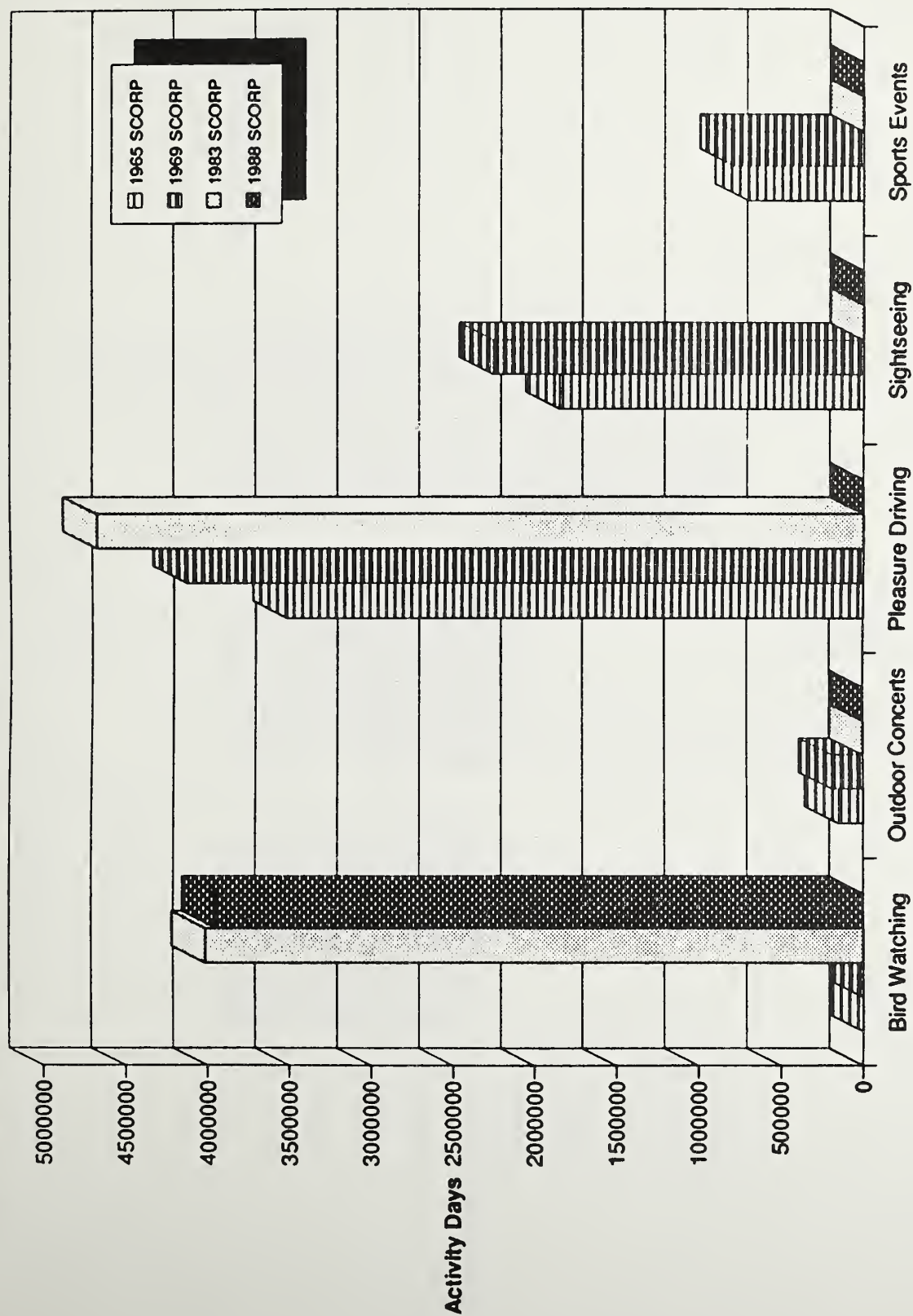
Activities showing zero participation represent activities that were not examined by the SCORP.

Figure 6: Hunting/Fishing Related Activities

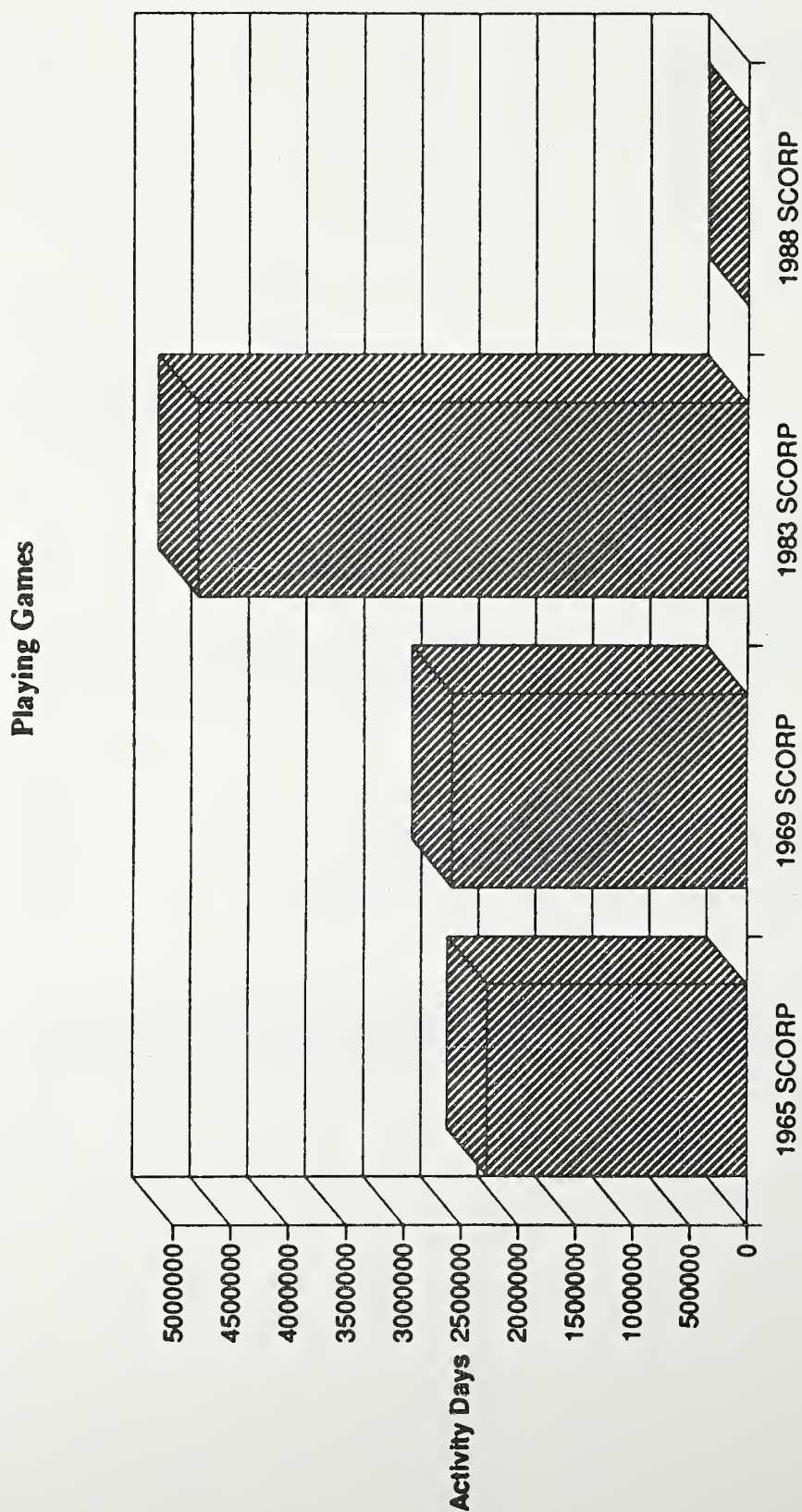


Activities showing zero participation represent activities that were not examined by the SCORP.

Figure 7: Resident Participation in Appreciative/Spectator Activities



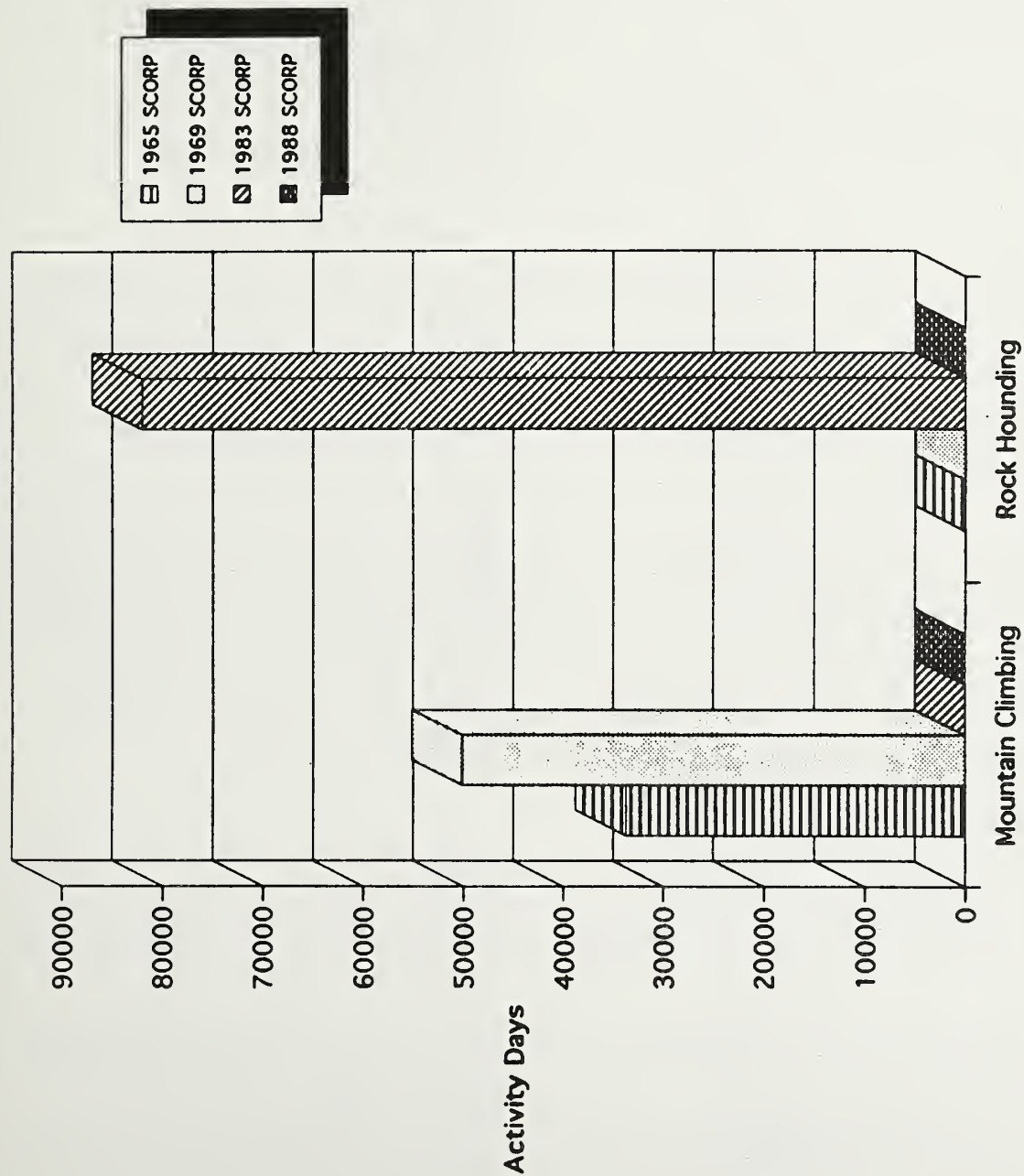
Activities showing zero participation represent activities that were not examined by the SCORP.



Activities showing zero participation represent activities that were not examined by the SCORP.

Figure 8: Resident Participation in the Activity "Playing Games"

Figure 9: Resident Participation -- Miscellaneous Activities



Activities showing zero participation represent activities that were not examined by the SCORP.

It would be useful to compare participation for the various years, but precise comparisons cannot be made with the data presented up to this point. This is due to the units of measurement used, confidence in the compatibility of the methods used, and the way activities were defined. For two SCORPs, the 1983 and the 1988, these obstacles were overcome -- both used the same unit of measure, compatible methods, and comparable activity definitions. In addition to these two SCORPs the Institute of Tourism and Recreation Research at The University of Montana recently examined recreation participation rates for Montana residents. This study, conducted in 1989 and 1990, is comparable to the 1983 and 1988 SCORPs. Since the participation rate for the 1983 SCORP came from a 1979 study and the participation rate for the 1988 SCORP came from a 1985 study, these three sources (the two SCORPs and the 1989-1990 data) provide participation data over the period of a decade from which to make reliable comparisons.

Table 2 shows the participation rates for the nine activities that were included in each of the above three studies. Participation is reported as the percent of residents who participated in the activity during the last year. Of the nine activities, five -- fishing, horseback riding, picnicking, cross country skiing, and snowmobiling-- remained quite stable across the ten-year period. Hunting and bicycling had modest increases while participation in camping decreased slightly. Alpine or downhill skiing was the only activity where participation changed drastically across the decade. In 1979, only about six percent of Montana's residents downhill skied in the previous year. By 1985, that figure was up to nearly 19 percent; and in 1989, nearly 25 percent of the adults in Montana skied during the previous year.

Of the nine activities examined, picnicking had the highest participation, with over 70 percent of the residents picnicking during the last year. Fishing

and camping had an average participation (over the the three study years) of 58 and 54 percent, respectively. Likewise, downhill skiing, cross-country skiing, and snowmobiling had an average participation of between 15 and 17 percent. Horseback riding, hunting, and bicycling had an average percent of participation between 39 and 21.

Non-Resident Participation

Three of the seven SCORPs, 1969, 1978, and 1983, contained information on participation rates for non-residents (Table 3). As was the case with residents, there are several limitations to the participation rates for non-residents. The units of measure differed by SCORP for non-resident participation. In 1969 and 1983, the results were reported in activity days, while the results were reported in occasions in 1978. There was also a lack of consistency in the activities reported. A total of 26 activities were reported in the three SCORPs. However, 19 of these activities were reported in one year and not the other two. In 1978, participation was reported only for camping.

Figure 10 graphically displays the non-resident participation rates. Although data exist for three SCORPs, only two of them are comparable. The 1969 and 1983 SCORPs both used activity days and can therefore be compared, while the 1978 SCORP used occasions and is not comparable. Again, the graph displays the magnitude of participation and not precise numbers. The 1969 and 1983 SCORPs reported non-resident participation for a total of 26 activities, seven of which were reported in both SCORPs.

A similar pattern holds for all seven of the activities (with the exception of picnicking) -- the number of activity days was substantially higher in 1969 than in 1983. The high participation rate in 1969 may be due to the methodology used. In 1969, a mail survey was used during each of the four seasons, requiring recall of activities. More activity days may have

Table 2: Comparison of Participation Rates 1979-1990

Activity	1979	1985	1990
	Participation ¹ (% of Respondents)	Participation ² (% of Respondents)	Participation ³ (% of Respondents)
Bicycling	32.8%	38.6%	38.8%
Camping	57.6%	51.9%	51.8%
Fishing	58.8%	56.4%	58.9%
Horseback Riding	18.8%	22.3%	21.2%
Hunting	35.2%	37.6%	42.6%
Picnicking	77.5%	74.8%	73.3%
Skiing - Alpine	57.0%	18.8%	24.6%
Skiing - Xcountry	14.6%	18.6%	17.8%
Snowmobiling	14.8%	16.3%	15.9%

¹ From: *Attitudes: Outdoor Recreation in Montana*, Bureau of Business and Economic Research, School of Business Administration, University of Montana, Missoula, December 1980.

² From: *The Montana Outdoor Recreation Needs Survey*, School of Forestry, University of Montana, Missoula, January 1986.

³ Research in progress, Institute of Tourism and Recreation, University of Montana, Missoula.

Table 3: Participation for Non-Resident Visitors to Montana¹

Activity	SCORP 1969 (Activity Days)	SCORP 1978 (Occasions)	SCORP 1983 (Activity Days)
Water-oriented Activities			
Boating	692,711	--	--
Boating -- Power	--	--	68,100
Canoeing	--	--	72,700
Sailing	--	--	11,000
Swimming	2,049,909	--	482,000
Water Skiing	132,137	--	39,500
Snow-oriented Activities			
Skiing -- Cross-Country	--	--	27,700
Skiing -- Downhill	--	--	110,600
Snowmobiling	--	--	8,300
Trail Activities			
Backpacking	--	--	94,300
Hiking	3,303,418	--	459,600
Horseback Riding	1,242,082	--	166,900
Nature Walks	7,267,517	--	--
ORV	--	--	166,700
Non-trail Activities			
Jogging	--	--	124,800
Walking	3,303,417	--	--
Camping/Picnicking Activities			
Camping	3,898,030	517,558	1,360,100
Picnicking	1,321,366	--	679,100
Hunting/Fishing Related Activities			
Fishing	4,347,294	--	496,300
Appreciative/Spectator Activities			
Attending Events	--	--	322,200
Sightseeing	12,896,542	--	--
Sports Events	1,057,096	--	--
Visiting Special Attractions	--	--	642,900
Visiting historic sites	--	--	433,100

Table 3 (continued)

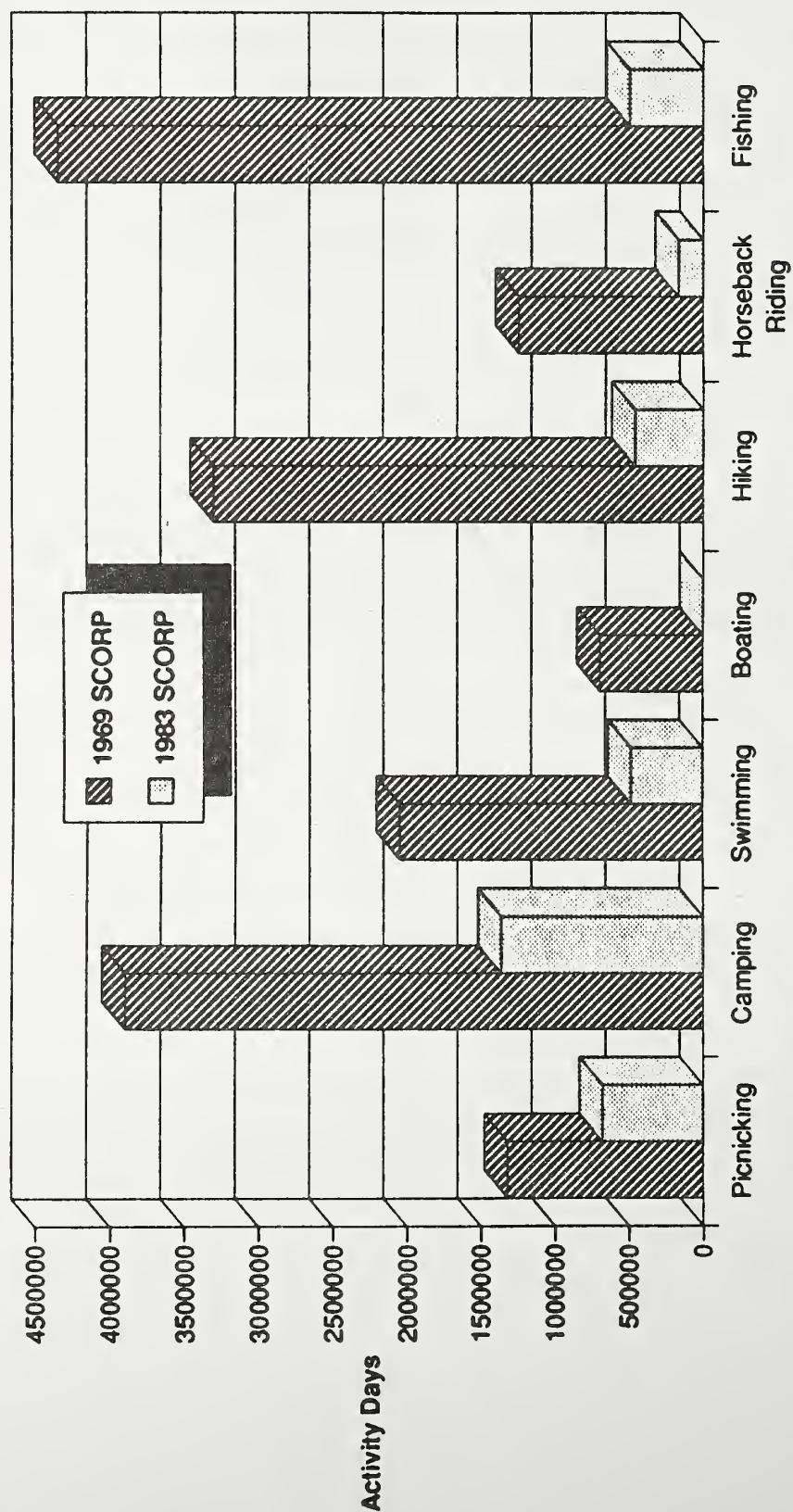
Activity	SCORP 1969 (Activity Days)	SCORP 1978 (Occasions)	SCORP 1983 (Activity Days)
----------	----------------------------------	------------------------------	----------------------------------

Team/Site Oriented Sport Activities

Golfing	--	--	35,500
Tennis	--	--	40,900

- ¹ Non-resident participation data for the SCORPs was determined in the following ways:
- the 1969 SCORP used the total number of visitors as reported in the 1958 Montana Tourist Survey multiplied by the same activity rates used for Montana residents
 - the 1983 SCORP used the *1980 Old West Region Non-Resident Travel and Recreation Survey*

Figure 10: Non-Resident Participation Rates for 1969 and 1983



Activities showing zero participation represent activities that were not examined by the SCORP.

been reported since people had to recall participation over a three month period versus a 12 month period. In addition, a low return rate reduced the reliability of the results.

Comparison of Residents and Non-Residents

There are six activities - swimming, hiking, horseback riding, camping, picnicking, and fishing- in which there was both resident and non-resident participation data in 1969 and 1983. The percent of activity days attributed to residents and non-residents was compared for these two years (Figure 11). For all six activities, across the two years, there was an increase in activity days attributed to residents and a decrease attributed to non-residents. This change was the most pronounced for hiking and fishing, with the change in activity days being 61 and 67 percent, respectively. The percent of change for the remaining activities was between 25 and 29 percent, with the exception of picnicking which changed three percent.

Most Popular Activities

The popularity of activities is likely to change over a 23-year period as, for example, peoples' interests change, economic conditions change, and demographic characteristics change. This section examines the seven most participated in activities as reported in each of the six SCORPs.

1965 SCORP (Figure 12a) - Swimming was the most popular activity, accounting for 16.5 percent of activity days. This was followed closely by pleasure driving (16 percent), walking (11.9 percent), and playing games (10.4 percent). Of the seven activities, people participated in fishing the least (5.8 percent).

1969 SCORP (Figure 12b) - Fishing, which was the least participated in activity (of the seven examined) in 1965, was the

most popular activity in 1969, accounting for 13.8 percent of the activity days. Picnicking was the only other activity that accounted for more than 10 percent of the activity days. Boating was the least frequently participated in activity (6.5 percent) of the seven measured.

1973 SCORP (Figure 12c) - Pleasure driving, which was among the top three most popular activities in the previous two SCORPs, accounted for the most occasions per weekend (12.3 percent). No other activities accounted for more than 10 percent of the occasions per weekend. Picnicking and hunting were the next most popular activities, representing 9.7 and 9.4 percent, respectively, of the occasions per weekend. Hiking was the least popular activity (6.8 percent of the occasions per weekend) of the seven examined.

1978 SCORP (Figure 12d) - Camping was the most frequently participated in activity (18.9 percent of the occasions), followed by boating with 11.9 occasions. For the first time, ORV and snowmobiling were among the seven most participated in activities accounting for 9.2 and 5.8 percent of the occasions, respectively.

1983 SCORP (Figure 12e) - Walking was the most popular activity, representing 16.6 percent of the activity days. Playing games also accounted for over 10 percent of the activity days, followed by pleasure driving (9.9 percent) and fishing (9.5 percent). Of the seven most popular activities, swimming was participated in the least (7.6 percent).

1988 SCORP (Figure 12f) - Walking remained the most popular activity in 1988, accounting for 26.3 percent of the activity days. The next most popular activity was bicycling (8.8 percent). Fishing and bird watching had similar participation rates (7.7 and 7.6 respectively). Picnicking was the least participated in activity (5.1 percent) of the seven most popular activities.

Figure 11a: Proportion of Total Participation Attributed to Residents and Non-Residents (1969 SCORP)

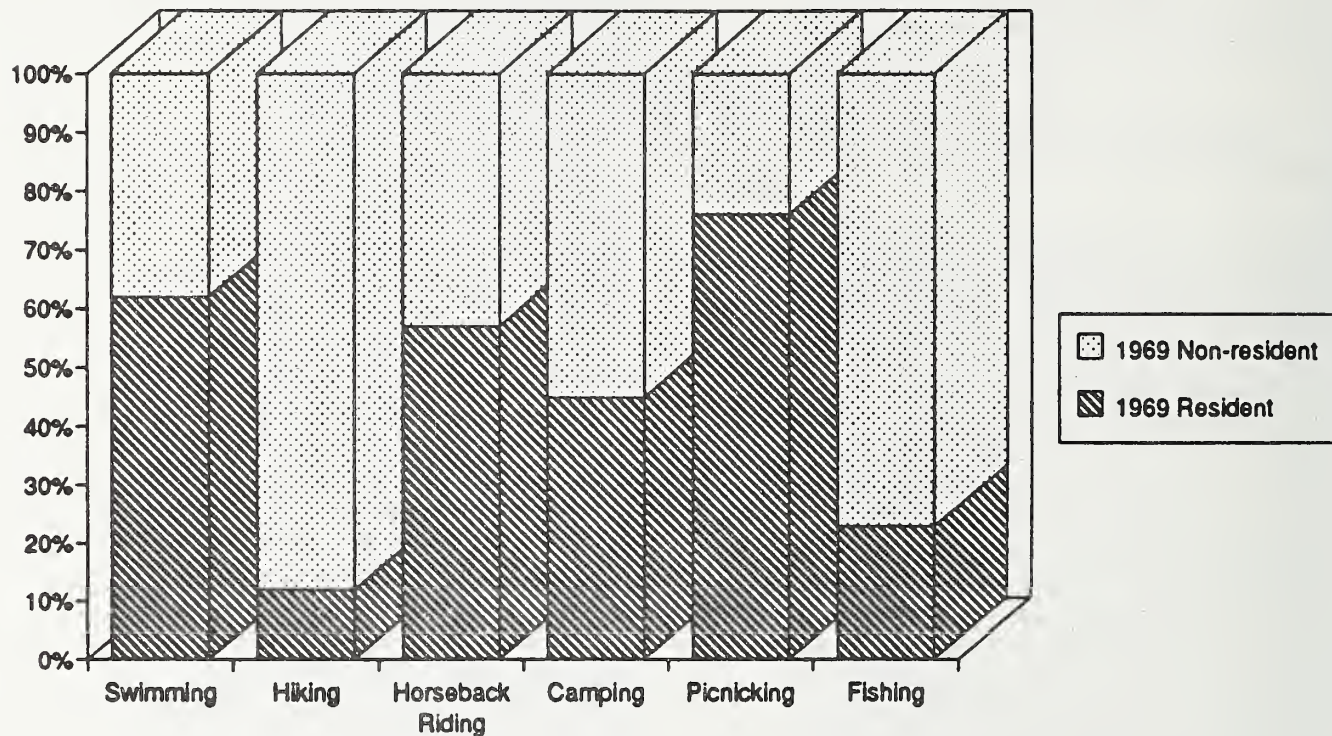


Figure 11b: Proportion of Total Participation Attributed to Residents and Non-Residents (1983 SCORP)

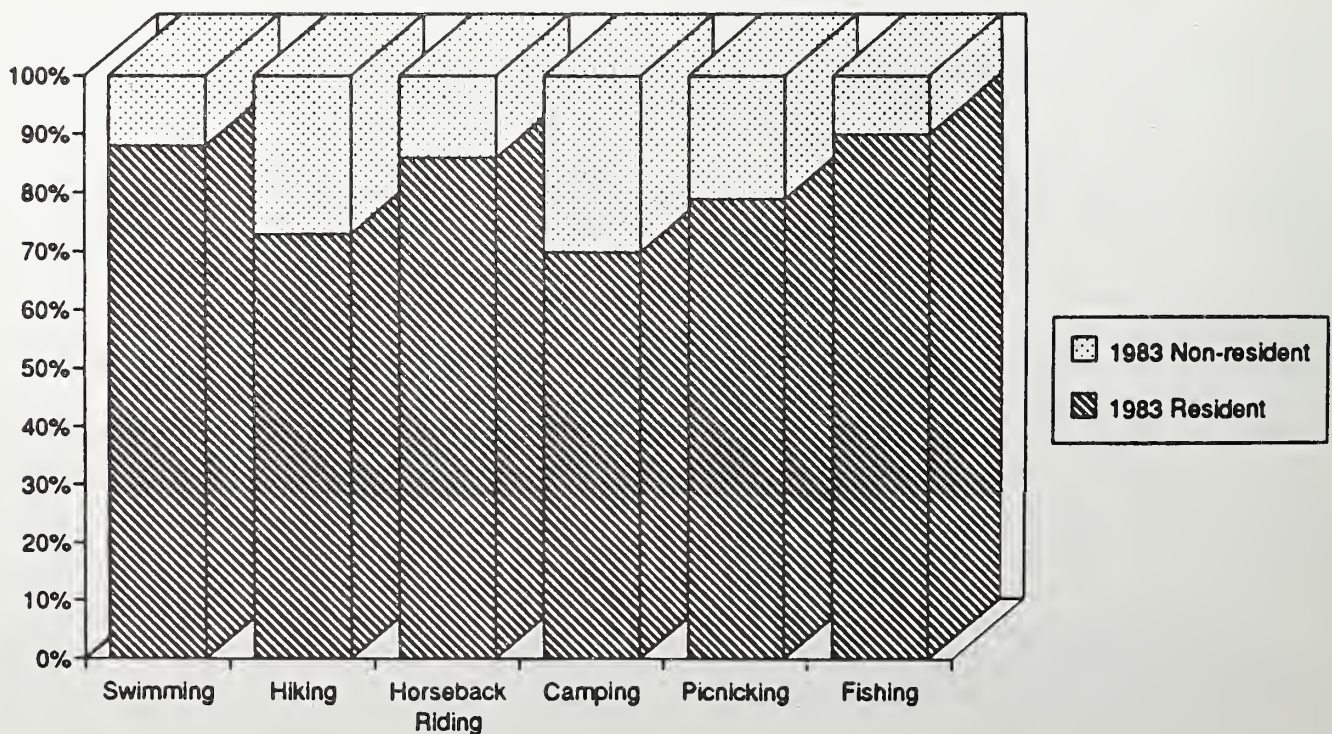
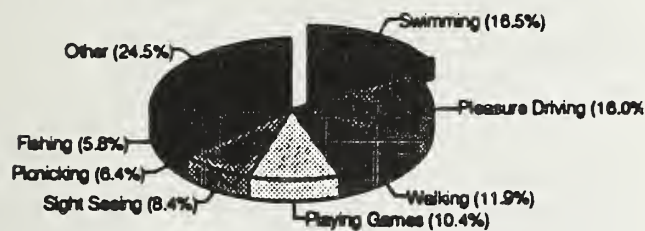
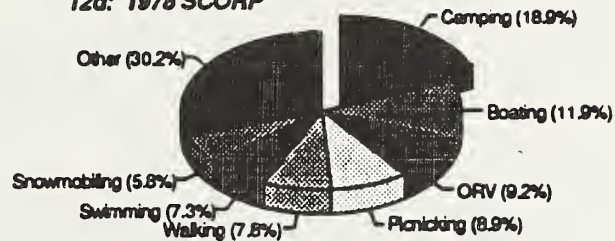


Figure 12: Most Frequently Participated in Activities by Year¹

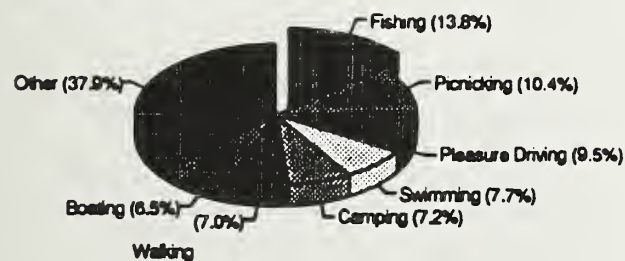
12a: 1965 SCORP



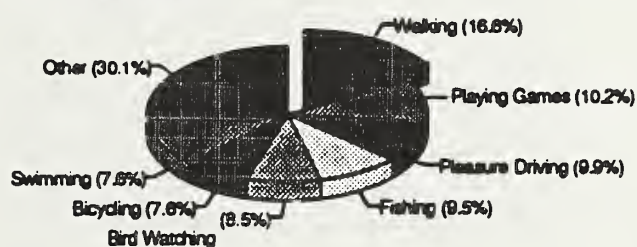
12d: 1978 SCORP



12b: 1969 SCORP



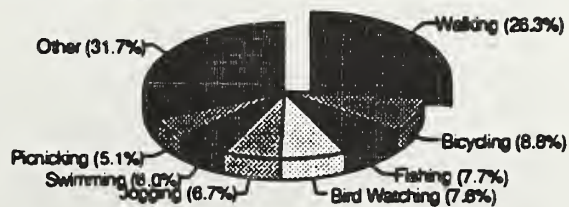
12e: 1983 SCORP



12c: 1973 SCORP



12f: 1988 SCORP

¹The exploded slice represents the single most participated in activity.

As indicated by Figures 12a through 12f, swimming, walking, picnicking and fishing were among the seven most popular activities for five of the six SCORPs. Driving for pleasure was among the most popular activities in four of the SCORPs, while camping emerged in three of them. This indicates that there is some consistency across the years in participation. Even so, certain activities were only popular in one time period. Five activities -- hunting, hiking, snowmobiling, ORV, and jogging -- were only among the most popular once.

Projections

Table 4 shows that 14 sets of projections were made from the six SCORPs. There was no consistency regarding when and how the projections were done. Some were for five-year intervals, and others were for ten-year intervals. The number of projections made also differed by SCORP. Half of the SCORPs made two projections, one made four projections, one made three projections, and one made one projection.

Although there are 14 sets of participation predictions, only a few can be compared with actual participation data. There are two reasons for this. First, since the unit of measurement differed in the 1973 and 1978 SCORPs, projections to or from those periods are not comparable. Second, actual participation data were not collected for some the years that projections were made. Given these limitations, there are two participation projections that may be reasonably comparable to actual participation: the 1969 projection to 1985 can be compared with 1985 participation data and the 1965 projection to 1970 can be compared to 1969 participation data. However, even for these periods, there are certain assumptions. For example, one assumption is that the questions used to elicit participation information were similar for the different years. Any changes in the survey instrument that affected participation rates make comparisons difficult. The extent to

which this may have occurred is unknown.

The 1965 and 1969 projections were made by estimating the population in the year for which the projection was made and multiplying this by an activity rate. The 1965 SCORP did not state how the population estimate was derived, but the activity rate was based on the participation rate supplied by the Bureau of Outdoor Recreation. No indication was given regarding how the Bureau established the participation rate. In 1969, the population estimate came from the U.S. Bureau of Census reports and estimates by the Survey Research Center, Bureau of Business and Economic Research, University of Montana. The participation rates were based on straight line interpolation of the estimated percentage changes in activity rates.

Participation projections were made for 1985 in 1969. Since a SCORP was not done in 1985, it is necessary to determine 1985 participation from another source. In order to determine the actual participation in activity days, the 1985 population estimate of the number of persons 18 years of age or older in Montana (592,000) was taken from the U.S. Census Bureau 1987 Statistical Abstract of the United States. This figure was multiplied by the percent of residents (18 years and older) who participated in the specific activity and by the median number of days of participation. These two figures came from the Recreation Needs Survey conducted by The University of Montana in 1984-1985.

There were nine activities in which projections were made in 1969, and participation was examined in 1985 (Figure 13). These activities were swimming, ice skating, horseback riding, bicycling, camping, picnicking, fishing, hunting, and golf. The projections for these activities were somewhat different from the actual participation. For our purpose, a projection was considered accurate if the actual participation was within five percent of the projection. Since none

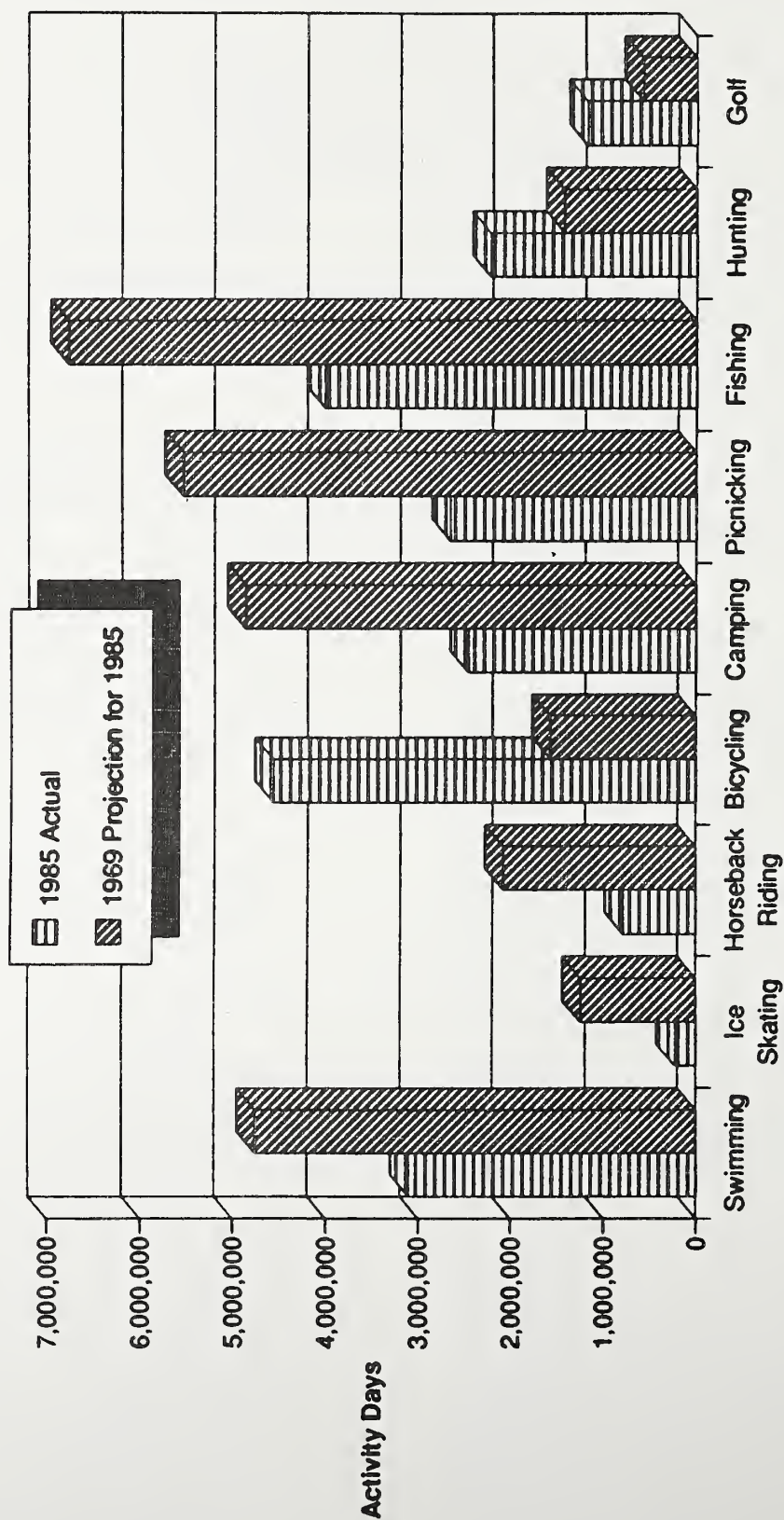
Table 4: Comparison of SCORP Projections

Year Projected To

Year of SCORP 1970 1975 1980 1985 1990 2000

1965	x	x				
1969		x		x		
1973		x	x	x	x	
1978			x	x	x	
1983					x	
1988					x	x

Figure 13: Comparison of 1985 Actual Participation with the 1969 Projection for 1985



of the nine activity projections were within five percent of the actual participation, these projections are not considered accurate.

The 1965 projection to 1970 was compared with participation in 1969 (Figure 14). Participation data were not available for 1970, and 1969 participation was used. Given that this was a five-year, as opposed to a 16-year projection (as was the previous example), the projections would be expected to be and were found to be more accurate. As shown in Figure 14, there were 21 activities for which there were projections as well as actual participation data. Nine of the 21 activity projections were within five percent of the actual participation and were therefore considered accurate. Accurate projections were made for canoeing, hiking, nature walks, bicycling, attending outdoor concerts, pleasure driving, sight seeing, attending sport events, and playing games.

Recommendations

During examination of the participation rates and projections in the previous SCORPs, several ways in which to improve future SCORPs became apparent. The recommendations can be summarized as follows:

1. Include more detailed explanations
2. Include operational definitions
3. Use a consistent set of activities
4. Use the same interval when making projections and make a consistent number of projections
5. Use a standard methodology to make projections

Include More Detailed Explanations

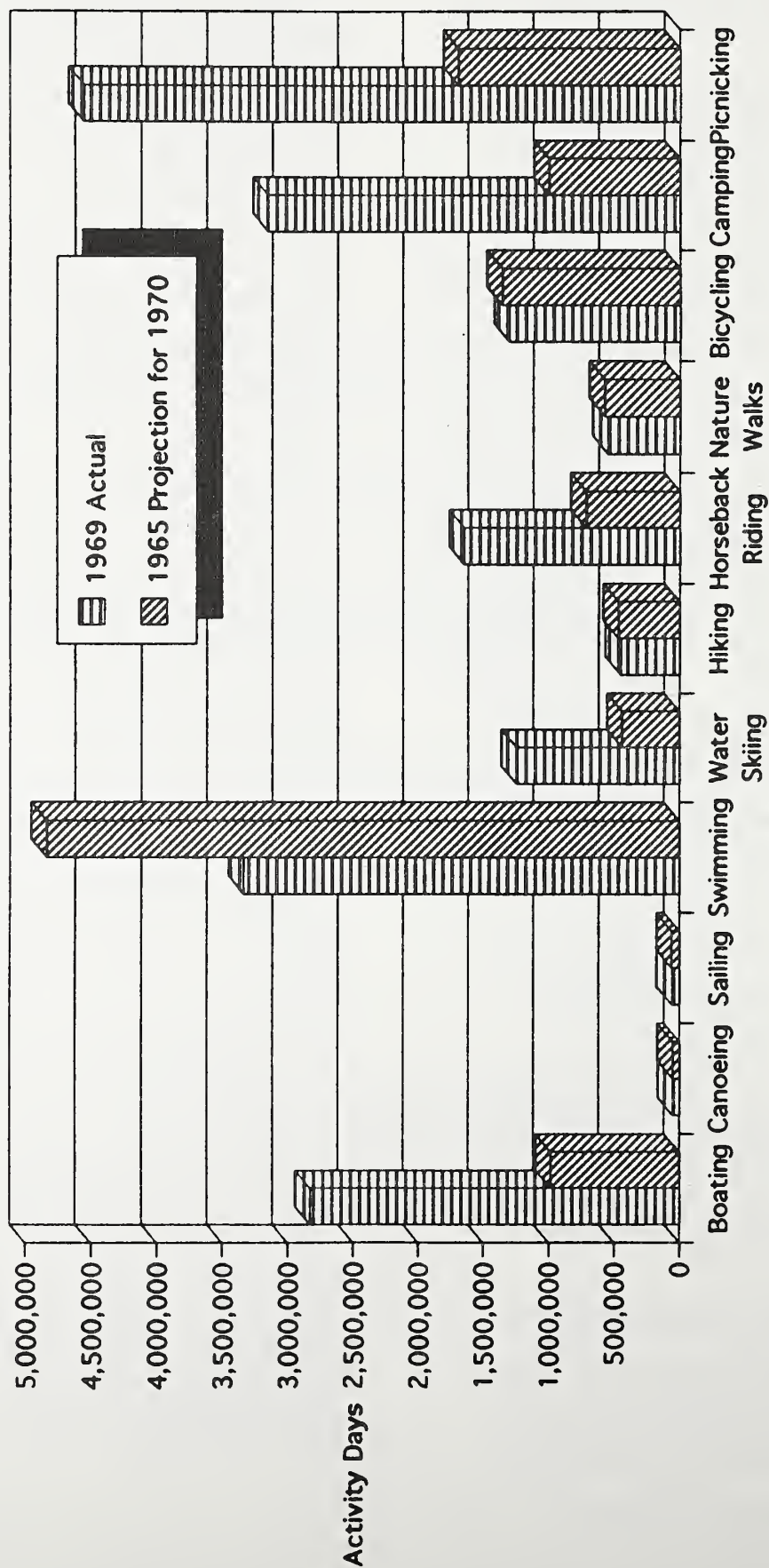
The first recommendation involves the explanations of what was done and how. In several of the SCORPs, especially the earlier ones, explanations lacked sufficient

detail. An explanation of the rationale behind what was done was often not provided. In addition, the terms and methodologies used were often not explained in sufficient detail. This resulted in a less than clear understanding of what was meant or what was done. For example, the 1965 SCORP simply stated that in calculating activity days, the participation rate used was taken from the Bureau of Outdoor Recreation. For the present research it was important to know not only where the participation rate came from, but also how it was derived. No information regarding how the Bureau of Outdoor Recreation determined the participation rate was provided.

Include Operational Definitions

The second recommendation involves the need to include operational definitions in the SCORPs. The lack of definitions caused problems since, when it was unclear what was meant, tenuous assumptions had to be made. The lack of operational definitions was most apparent with the units of measurement and the activities used. In 1973, for example, participation was measured in occasions per weekend. Since no operational definition was given, it could not be determined if occasions per weekend could be made comparable with the participation measures used in other SCORPs. As a result, the 1973 data could not be used to examine participation trends or the accuracy of the projections. Operational definitions are also needed for the activities. For example, activities such as walking, day hiking, and nature walks were used in the various SCORPs, often without describing what they entailed. Given the lack of description, it is unclear if these activities refer to the same activity or to a variety of different activities. Day hiking, for example, was reported only in 1988; it is unknown if it is comparable to walking, which was reported in the previous five SCORPs. Providing operational definitions would clarify this problem.

Figure 14: Comparison of 1969 Actual Participation with the 1965 SCORP Projection for 1970



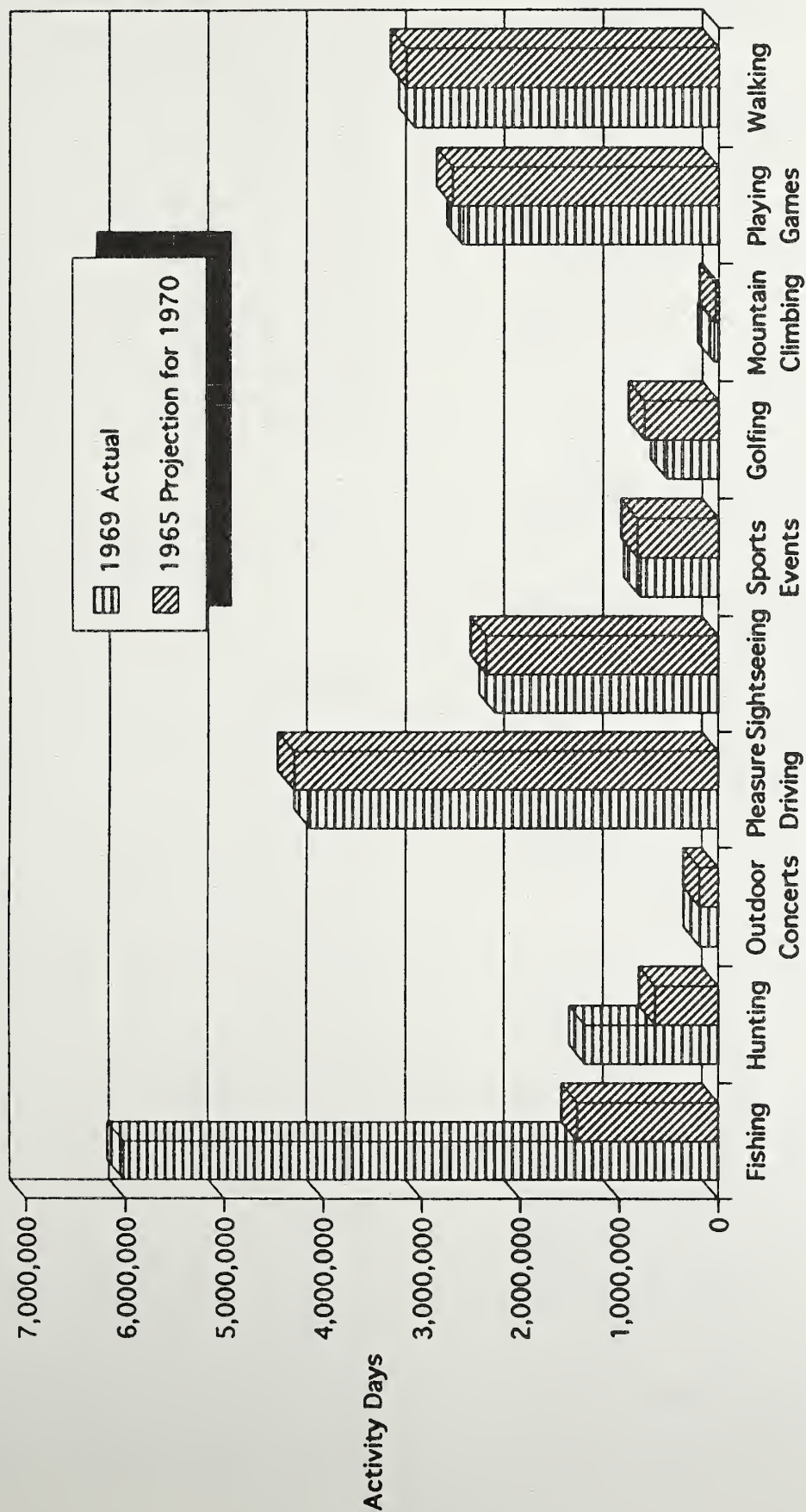


Figure 14 (continued)

Use A Consistent Set Of Activities

The third recommendation concerns the activities examined in the various SCORPs. Participation was reported for a total of 47 activities in the six SCORPs. However, not all the activities were used in every SCORP, and it is unclear how the activities were selected. The result is that comparisons across time are difficult. For example, the participation rate for water skiing was reported in 1965, 1969, and 1988 but not reported in 1973, 1978, and 1983. Since there is no data for almost two decades, comparisons are severely limited. A consistent set of activities is needed in future SCORPs. These activities should be selected based on the magnitude of participation and the relevance or importance to DFWP.

Use The Same Interval When Making Projections And Make A Consistent Number Of Projections

The fourth recommendation concerns the interval used to make projections and the number of projections made. The participation projection intervals should also be made consistent. In some years, the projections were made at five-year intervals and in other years at ten-year intervals. In addition, the number of projections made differed across the SCORPs. One made four projections, while another made one. All projections should be made on the same interval, and at least three projections should be made. Three projections at five-year intervals would provide overlap between SCORPs that would allow comparisons. In addition, if the SCORPs were conducted on five-year intervals, the participation projections could be compared to actual participation. This problem was identified in the current study; past SCORPs made participation projections to years in which no data were collected.

Use A Standard Methodology To Make Projections

The fifth recommendation concerns

how projections are made. Projections are inherently difficult to make because they are influenced by changes in economics, population demographics, activity popularity and the like. Not only should attempts be made to minimize error in projections, but a standardized methodology should be used to make projections. The 1987 research paper, *Outdoor Recreation Participation in Montana: Trends and Implications*, by McCool and Frost explains a method for making participation projections that uses age data. While a standardized methodology will not minimize the error, it will make all of the projections subject to the same influences.

SECTION TWO - ISSUES AND ACTIONS

Introduction

Although not traditionally considered a component in SCORPs, issues and recommended actions have been identified in the more recent plans. Early SCORPs did not contain an issues section, but issues transcended the SCORP itself. Regardless of the SCORP format, particular issues emerged that were related to topics important at that time. For example, energy emerged as an issue during the energy crisis in the late 1970s. Similarly, as concern for the environment increased in the late 1960s, environmental issues appeared in the SCORPs. In addition to the issues, actions recommended to resolve the issues were also presented.

Overview

Various issues emerged or were identified within the seven SCORPs. Only the 1973 and 1988 SCORPs clearly listed and discussed key issues as such, and only the 1988 SCORP also identified recommended actions associated with each key issue. The 1983 SCORP clearly defined recommendations and policies, but key issues

were not as evident. The 1978 SCORP listed 16 "major issues to be resolved," but there were no discussions, recommended actions, or policy statements associated with any of these issues. In this case, the "major tasks" listed in the strategic plan for the state parks program were identified by the researchers as key issues. The issues and actions for the 1965, 1967 and 1969 SCORPs had to be extracted from the text, since they were not readily identified.

There was considerable variation in the number of key issues within the seven SCORPs. Five issues were identified in 1965, while 23 issues were identified in 1988. The issues covered a wide array of subjects ranging from energy to tourism to wildlife.

The issues and recommended actions are presented in three sections. Issues are identified and discussed in the first section. Recommended actions to resolve the identified issues are highlighted and conclusions are drawn in the second section. The third section contains comments on ways to improve future SCORPs.

Review of Issues

The seven SCORPs contained a diverse array of issues. In all, 61 issues were discussed. Table 5 lists the key issues by year for each of the seven SCORPs. (Appendix B contains a more detailed description of the issues addressed in each SCORP.)

Given the number and variety of issues, it was difficult to determine if the issues have changed or remained the same over time. For this reason it was useful to group similar issues together into categories. Twenty-three categories were created for this purpose. Table 6 shows the issues in each category. The categories containing the most issues are financing/funding, roles/coordination of agencies and natural environment/environmental quality. Categories containing three or four issues include conflict, access, liability/regulation/enforcement, winter sports, off-highway/bikes and tourism. Most of the issues fall into one of the above nine categories. The remaining 14 categories

contain only one or two issues each.

Table 7 shows the numbers of issues in the categories by SCORP year. Arranging the issues categorically, by year, provides an indication of their relative importance over time. Some conclusions can be inferred:

1. Issues related to funding/financing, roles in recreation/coordination, the environment, and tourism consistently surfaced during each of the three decades.
2. Only one category of issues, general facilities, emerged in the early years and not in any of the later years.
3. Several new issues arose in the 1980s: access, conflict, winter sports, wilderness, energy, wildlife, cultural resources, public involvement, crowding, and liability/regulation/enforcement.
4. Relatively few issues surfaced only in the 1970s (land acquisition, public land use, and urban recreation). These issues were not identified in the 1960s or the 1980s SCORPs.
5. The 1988 SCORP identified more issues than any other SCORP.
6. Roles in recreation and coordination between agencies were key issues until 1978. After 1978, their importance diminished.
7. The general evolvement of issues through the past three decades has been consistent with topics that have been prevalent at the time. For example, in 1965, when the first SCORP was completed concerns for facilities and funding were emphasized to justify land and water conservation funds. Similarly, environmental protection issues began emerging in the late 1960s as a result of the environmental movement. Energy was an issue in

Table 5: Key Issues by SCORP

KEY ISSUES

1965 SCORP

1. Lack of Facilities
2. Financing
3. Coordination with Other Groups of Agencies
4. Need for Visitor Use/Activity Data and Resource Inventories
5. Role of Private Enterprise

1967 SCORP

Same Issues as in the 1965 SCORP, plus Quality Aspects and Aesthetic Values, Near-to-Home Facilities, and Montana Unique Opportunities

1969 SCORP

1. Environmental Quality
2. Recreational Development Plan
3. Changing Needs
4. Acquisition
5. Potential Use of Public Land
6. Role of Government

1973 SCORP

1. Dispersed Recreation Use
2. Land Acquisition for Water-Oriented Recreation
3. All-Terrain Vehicles
4. Recreation for the Disadvantaged
5. Non-Resident Recreation
6. Private Sector Recreation
7. Role of Local Community
8. Urban Recreation
9. Role of Individual

1978 SCORP

1. Maintenance of State Parks
2. Alternative Funding Sources

3. Regional Management Plans
4. Off-highway Vehicle Management
5. Administration of Land & Water Conservation Fund Grants
6. Protection of Cultural, Scientific and Recreational Resources

1983 SCORP

1. Recreation access
2. Bikeways
3. Cross-country skiing
4. Destination vacationing
5. Downhill skiing
6. Energy and recreation
7. Recreation and park law enforcement
8. Montana snowmobile program
9. Montana wilderness synopsis

1988 SCORP

1. Funding
2. River Management
3. Tourism
4. Overuse/crowding
5. Recreationist/landowner relations
6. Agency roles
7. Economics
8. Visitor access
9. User fees
10. Wildlife
11. Bicycling
12. Wilderness
13. Mechanized vs non-mechanized
14. Water quality
15. Highways
16. Liability insurance
17. Management decision making
18. Disabled issues
19. Stream access
20. Cross-country skiing
21. Cultural resources
22. Litter/garbage
23. Vandalism/misuse/abuse

Table 6: Key Issues by Category

Category	Year and Issue Number						
Financing/Funding	1965#2	1978#2	1978#5	1988#1	1988#7	1988#9	
Roles in Recreating/ Coordination	1965#3	1965#5	1969#6	1973#6	1973#7	1973#9	1988#6
Liability/Regulation/ Enforcement	1983#7	1988#16	1988#22	1988#23			
Access	1983#1	1988#8	1988#19				
Conflict	1988#2	1988#5	1988#13				
Land Acquisition	1969#4	1973#2					
Winter Sports	1983#3	1983#5	1983#8	1988#20			
Natural Environment/ Environmental Quality	1967#1	1967#3	1969#1	1978#6	1988#14		
Off-Highway/Bikes	1973#3	1978#4	1983#2	1988#11			
Tourism	1965#4	1973#5	1988#3				
Use/Potential Use of Public Lands	1969#5	1973#1					
Wilderness	1983#9	1988#12					
Disadvantaged	1973#4	1988#18					
Energy	1983#4	1983#6					
Maintenance	1978#1	1988#15					
General Facilities	1965#1	1967#2					
Management	1969#2	1978#3					
Wildlife	1988#10						
Cultural Resources	1988#21						
Public Involvement	1988#17						
Urban Recreation	1973#8						
Crowding	1988#4						
Changing Needs	1969#3						

Key to numbers = first four digits indicate the SCORP year and the following number represents the corresponding issue number from Table 5. For example, there were six issues that dealt with financing/funding. In 1978 there were two issues related to this: one dealt with alternative funding sources and the other with the administration of land & Water Conservation fund grants.

Table 7: Number of Key Issues Categorically by SCORP Year

Category	1965	1967	1969	1973	1978	1983	1988	Total
Roles in Recreation/Coordination	2	-	1	3	-	-	1	7
Financing/Funding	1	-	-	-	2	-	3	6
Natural Environment/Environment Quality	-	2	1	-	1	-	1	5
Liability/Regulation/Enforcement	-	-	-	-	-	1	3	4
Winter Sports	-	-	-	-	-	3	1	4
Off-Highway/Bikes	-	-	-	1	1	1	1	4
Access	-	-	-	-	-	1	2	3
Conflict	-	-	-	-	-	-	3	3
Tourism	1	-	-	1	-	-	1	3
Acquisition	-	-	1	1	-	-	-	2
Use/Potential Use of Public Lands	-	-	1	1	-	-	-	2
Wilderness	-	-	-	-	-	1	1	2
Disadvantaged	-	-	-	1	-	-	1	2
Energy	-	-	-	-	-	2	-	2
Maintenance	-	-	-	-	1	-	1	2
General Facilities	1	1	-	-	-	-	-	2
Management	-	-	1	-	1	-	-	2
Wildlife	-	-	-	-	-	-	1	1
Cultural Resources	-	-	-	-	-	-	1	1
Public Involvement	-	-	-	-	-	-	1	1
Urban Recreation	-	-	-	1	-	-	-	1
Crowding	-	-	-	-	-	-	1	1
Changing Needs	-	-	1	-	-	-	-	1
TOTAL	5	3	6	9	6	9	23	61

the 1983 SCORP after the energy crises of 1979 and 1981. Similarly, wilderness issues in the 1983 and 1988 SCORP reflected the wilderness debates in Montana during the 1980s.

8. There was a large increase in the number of issues addressed from 1965 to 1988. The 1988 SCORP contained 23 issues, while the 1965 SCORP contained only five. The increased number of issues may be attributed to the emphasis on, and attention given to, recreation issues because of the 1985 Montana Outdoor Recreational Needs Survey and the Governor's Forum on Montana's Outdoors. The 1988 SCORP appears to reflect the positive response of the DFWP to user concerns made apparent by the 1985 study and the governor's forum.

Comparison of Issues

The *SCORP Planning in Review*, a 1989 document that reviewed SCORPs from around the country, identified the most frequently addressed issues in the SCORPs of the late 1980s (Table 8). Nationally, the three most frequently addressed issues were funding, natural resources, and information and education. The top issues in Montana in 1988 were funding, conflict (among user groups), and liability/regulation/enforcement. In 1988, there were three issues dealing with each of these areas.

A comparison can be made between the issues identified in Montana and those identified in the rest of the nation. Of the most important issues, funding was the only one Montana shared with the rest of the nation. These findings suggest that Montana is similar to many other states in terms of the concern about funding. As budgets become smaller or less stable, states are forced to deal with issues related to inadequate funding. Nationally, liability and law enforcement ranked 23 and 24 out of the 25 most frequently addressed issues. User conflict was not one of the top 25 national issues.

User conflict may have been incorporated into other issues or it may not have been perceived as an important issue.

Actions

Throughout Montana's SCORP history, there were a myriad of actions recommended to resolve key issues. Appendix C displays the actions for each of the issues identified in the previous section.

Some observations and inferences can be made from the actions in Appendix C:

1. More than three hundred actions were identified in the SCORPs. Even though they were spread out over the seven SCORPs, this is a substantial number.
2. There was no apparent consistent or formalized format for the recommended actions. The actions were presented in a variety of ways: from the general "increase public awareness" to the specific "raise cabin site fees to fair market value" and from the simple "make garbage receptacles more visible" to the complex "institute an interagency planning system."
3. There was no apparent effort in the SCORP process to track actions from one SCORP to another to determine if the actions were completed. Therefore, it is unknown whether any particular action was taken and, if it was, whether it achieved the desired results. The lack of monitoring makes it impossible to evaluate the impact of a particular action on a given issue. One reason actions cannot be tracked from SCORP to SCORP is that they are most often presented without giving a time frame for their completion. This open-ended nature does not facilitate evaluation of the actions.
4. Some types or categories of actions surfaced repeatedly, including

Table 8: Frequency of Issues in SCORPs Nationwide¹

Issue	Description	Freq.
Inadequate funding	Lack of sufficient or stable funds	41
Natural resources	Protection and management of natural areas	41
Information and Education	Increasing the public's awareness	32
Coordination and Cooperation	Sharing of responsibility among public and private	27
Management and Maintenance	Increasing agency ability to operate facilities	23
Special Populations	Provision of adequate opportunities	22
Land Acquisition	Acquisition of additional outdoor recreation lands	21
Access to Public Lands	Improving the ability of the public to use lands	19
Urban and Local Recreation	Provision of adequate close-to-home opportunities	18
Facility Development	Need for more recreation facilities to meet demand	17
Historic and Cultural	Better protection and management of resources	16
Environmental Quality	Concerns about toxics, water quality, etc.	14
Comprehensive Planning	Need for long-range comprehensive planning	13
Open Space, Greenways	Acquisition of land for urban purposes	13
Wetlands	Acquisition and management of wetlands	12
Water-Based Recreation	Creation of opportunities for water-based recreation	12
Tourism, Economic Development	Value of recreation for tourism, economic development	12
Economic Values	Understanding of economic benefits	10

Table 8 (continued)

Issue	Description	Freq.
Trails	Development of trails on land and water	10
Rivers, Floodplains	Acquisition of flowing waters and adjacent lands	10
Private Lands and Facilities	Increased participation of the private sector	10
Population Pressures	Problems caused by growth and distribution of population	10
Law Enforcement	Issues of public safety and comfort	8
Liability	Problems related to insurance and risk management	8
General Research	Basic and applied research related to outdoor recreation	6

¹Reprinted with permission from *Parks & Recreation*, September 1991, page 91.

efforts to determine alternate funding sources and user fees; actions to define and delineate roles of federal, state, county, local and private agencies in management; and environmental actions to protect Montana's resource quality. This repetition was expected since the issues related to these actions were repeatedly raised in the SCORPs.

5. There was a trend over the three decades from the more general to the more specific actions. The recommended actions in the early SCORPs were general, providing only overall direction, whereas the recommended actions in the later SCORPs were more action oriented and more specific.

Recommendations

During examination of key issues and recommended actions in the past SCORPs, several ways in which to improve future SCORPs became apparent. The recommendations include:

1. Add a "monitoring" section
2. Establish a specific format
3. Explain how issues were delineated

Add a "monitoring" section

The first recommendation involves adding a section to future SCORPs in which the issues and actions of the previous SCORP are reviewed. It is possible to follow the development of SCORPs over their 25-year history, from the initial efforts in the 1960s to establish agency roles and determine resource supply and demand, to the issue/resolution orientation of the 1980s. Aside from this general observation, however, few observations can be made about issues and actions from one SCORP to the next. There is no apparent attempt in any of the plans to review previous issues or recommended actions for the purpose of evaluation or monitoring. Instead each SCORP has been autonomous from the previous SCORP.

Therefore, information is not available to track issues over time or to determine progress. The result is that it is difficult or impossible to know whether actions were taken or if issues were resolved. To overcome this, a review process is needed. For example, the 1988 issues and actions should be reviewed in the 1993 SCORP. In doing so, the success of actions to date should be evaluated, and a positive commitment to close-out, modify or continue each issue previously listed should be made.

Establish a specific format

The second recommendation concerns the format of the key issues and recommended actions. There should be a section for key issues and recommended actions, and it should be clearly labeled as such. For example, the format could include the name of the issue and a description of the issue. Immediately following this, the recommended actions could be specified. Such a format would facilitate the identification of each key issue which would prove helpful to planners and would help measure future progress.

In addition recommended actions should be specific, realistic and include definite time frames for completion. For example, with the issue of crowding, one of the recommended actions was to "increase the number of sites in the park system." This action is not specific and no time frame is given. Without these two elements, it cannot be determined if the action was achieved. A more useful recommended action would be to "increase the number of primitive sites in the park system by ten over the next five years." This recommended action would enable planners to judge whether the action was achieved and its impact in resolving the issue.

Explain how issues were delineated

This recommendation involves the need to include an explanation of how key issues were delineated. Did one person unilaterally determine what the issues were, or were the issues determined by a group? Was this group composed of lay people or professionals? How much input did each person or group have? For example, the 1988

SCORP stated that user input was important (from the Montana Outdoor Recreation Needs Survey and the Governor's Forum on Montana Outdoors). Whether issues evolve from users or from a meeting of recreation professionals, the source should be explained.

In addition to explaining how the issues were determined, it is important that they be determined the same way. When issues are determined differently from one SCORP to the next, comparisons among the SCORPs lack reliability. Instead of one method being used for one SCORP and another being used for the next, a consistent method should be utilized.

SECTION THREE - RECREATION NEEDS

Introduction

One of the components in a SCORP is the determination of recreation need. Need is directly related to supply of and demand for recreation. The facilities or settings provided to satisfy recreators needs are considered to be "supply." "Demand" is thought of as the amount and type of facilities or opportunities that will satisfy recreators needs. Recreation need exists when there is not enough supply to meet demand. Although demand should drive supply, this is not always the case. Sometimes facilities are developed, and the new supply creates demand. Providing supply often creates participation, but this does not necessarily lead to participant satisfaction. When demand drives supply, both participation and satisfaction increase since the supply is based on the preferences and needs of individuals.

Recreation need is usually expressed in terms of facilities or opportunities. For example, needs related specifically to facilities may include additional campsites or renovated restrooms in state parks. On the other hand, needs related to

opportunities include the provision of settings for people to take nature walks or experience solitude. The SCORPs examined in this study presented need in both of these ways. In some instances, need was specific to facilities (i.e. swimming pools, campsites, youth facilities, etc.); in others, it involved increasing opportunities related to specific activities (i.e. increased access for hunters, stocking streams for fishermen, etc.).

Five of the six SCORPs examined contained information on recreation need. Since the 1983 SCORP did not discuss recreation needs, except in the context of general issues, it was not included in this analysis. Twenty categories of recreation needs were created (for the present study), ranging from boating facilities to youth facilities to ski area facilities. The number of needs identified in the SCORPs ranged from six to eleven.

Recreation needs are presented in four sections. The first examines how recreation needs were determined. Needs are identified and discussed in the second section. The third section discusses barriers to recreation participation. The last section contains comments on ways to improve future SCORPs.

Determination of Need

Six of the seven SCORPs, as well as several other documents, were examined in order to identify recreation needs. The 1967 SCORP was not used since it contained the same information as the 1965 SCORP. The additional documents examined were the *Montana On-Site Recreation Survey* conducted by DFWP in 1987 and the *Montana Statewide Recreation Survey* conducted by DFWP in 1973. In approaching the issue of recreation and facility needs, the SCORPs and related documents used a variety of methods to identify a wide range of needs.

The 1965 SCORP, 1969 SCORP, and the *Montana Statewide Recreation Survey* relied on a quantitative approach to

determine recreation needs. Need was determined based on the difference between the supply of recreation facilities and the demand for those facilities. In the 1973 and 1988 SCORPs and the *Montana On-Site Recreation Survey*, recreation needs were determined through a survey of recreation users. Those surveyed indicated the needs that they thought existed. The 1978 SCORP determined need using an adequacy indicator. The indicator served as a guide to the relative magnitude of demand for given recreation facilities or opportunities. The 1983 SCORP discussed recreation needs in the context of general issues affecting certain activities and sites, but no specific needs were presented. A review of these issues is contained in section two of this report.

In addition to the variety of methods used to identify needs, the focus (whether current or projected) and the unit of measurement differed among the SCORPs. Some were concerned primarily with projected needs, while others were more interested in identifying current needs. The 1965 and 1969 SCORPs calculated facility needs based on the difference between current supplies, but they projected demand. However, in the 1973, 1978, and 1988 SCORPs, the focus was on current needs. Differences also existed among the SCORPs in terms of the unit of measurement used. For example, need was presented as number of additional square feet needed, number of additional facilities needed, percent of people indicating a need exists, or adequacy indicator figures.

Because of differences in methodology, focus, and unit of measurement, determining trends across the years is difficult. These differences make it impossible to compare specific needs across time.

Review of Needs

The seven SCORPs identified a variety of needs. Although, given the

measurement and methodological differences, specific comparisons are impossible, general trends can be examined. In order to examine general trends, it was necessary to categorize the specific needs. In all, twenty categories were created, including facility needs and opportunities requiring some type of improvements. For example, needs specific to facilities include more or improved campgrounds. Needs related to opportunities include increasing the stocking of fish or opening more areas to fishing. These categories provide an indication of general needs versus specific needs. For example, specific needs such as additional picnic tables and more acres of picnic facilities were combined under the more general category "picnic facilities." While these categories do not facilitate examination of specific needs, they can be used to examine categories of need that have existed across the years.

Table 9 shows the needs identified in each SCORP by category. This table provides an indication of the relative importance of the categories of needs over time. Some conclusions can be drawn:

1. The 1973 SCORP identified eleven areas of need, the most of any SCORP. The remaining SCORPs identified between six and eight areas of need. The comparatively large number of areas of need identified in 1973 may be attributable to the fact that survey methodology was used to determine need. Subjects responded to three open-ended questions, so a variety of responses were elicited, and more needs were therefore identified.
2. Two areas of needs, golf and playfields, were identified in the early (1965 and 1969) SCORPs, but were not identified in subsequent SCORPs.

Table 9: Summary of Facility Needs and/or Activities Requiring Facility Improvements

Facility/Activity Needs	1965 SCORP	1969 SCORP	1973 SCORP	1978 SCORP	1988 SCORP
Backpacking				x	
Bicycling					x
Boating Facilities	x	x	x		
Campground Facilities	x	x	x	x	x
Activities For Senior Citizens			x		
Fishing	x		x		x
Golf (18 Holes/25m)	x	x			
Horseback Riding				x	
Hunting					x
Parks			x		
Picnic Facilities	x	x	x	x	
Playfield -- Acres and Facilities	x	x			
Rest Stops and Facilities			x		
Ski Areas and Facilities			x	x	
Skiing -- Cross Country				x	x
Snowshoeing				x	
Swimming Facilities	x	x	x	x	x
Trees/Scenery Improvements			x		
Youth Facilities			x		

The facility/activity needs that are shaded are those which appear in four or more of the five SCORPs.

3. Two areas of needs that had previously not been identified, bicycling and hunting, were listed in the 1988 SCORP.
4. A relatively large number of need categories emerged only in the 1970s. These were backpacking, senior citizen activities, horse riding, parks, rest stops, ski areas, snowshoeing, trees/scenery improvement, and youth facilities. These general needs were not identified in the SCORPs of the 1960s or 1980s.
5. Needs related to fishing, campground facilities, and swimming facilities emerged in all three decades. This suggests either that need has continually grown and out-paced supply or that these needs have never been adequately addressed and therefore continue to emerge.
6. Boating facilities were recognized as an area of need only through 1973. Picnic facilities were identified as a need in every SCORP through 1978.
7. Five general needs were identified in three or more of the five SCORPs examined. These were boating, campground, fishing, picnic, and swimming facilities.
8. Of the twenty categories of needs, ten were mentioned in only one SCORP. This pattern suggests that the need was either adequately addressed or no longer pressing for some other reason. Reasons may include a decline in the number of individuals participating or a decline in the frequency of participation.

Barriers

In addition to examining needs, three of the five SCORPs (1965, 1969, and 1988) identified barriers to participation in outdoor recreation activities. Table 10 displays the barriers by SCORP. Some observations can be made:

1. The largest number of barriers, eight, was identified in 1988. There was one barrier identified in each of the other two SCORPs. The large number identified in 1988 may be attributable to the fact that need was determined via questionnaire, and two questions were asked specifically to determine what barriers existed. Prior to 1988, little emphasis was placed on identifying barriers. The 1965 and 1969 SCORPs identified one barrier each, and no barriers were identified in the other SCORPs.
2. Barriers can be considered within or outside of the control of the individual. Six of the eight barriers identified in 1988 were, for the most part, within the control of the individual. Barriers within the control of the individual are those subject to the influence of the individual. For example, lack of time is considered a barrier, and time is largely under the control of the individual. Other barriers in this category include lack of money, equipment, and skill. While it can be argued that these barriers are, in part, controlled externally, the individual does exert substantial influence over them. Two barriers, lack of facilities and lack of other participants, were outside of the control of the individual.

Table 10: Barriers to Participation in Outdoor Recreation Activities

Barriers	1965	1969	1973	1978	1988
Access close to travel routes	X				
Urbanization		X			
Lack of time					X
Lack of Money					X
Lack of equipment					X
Lack of facilities					X
Lack of other participants					X
Lack of child care					X
Lack of skill					X
Health					X

That is, influences outside of the individual exert more control than the individual does. It appears that many barriers are personal in nature and, to some extent, must be overcome, at least in part, by the individual.

3. Both of the barriers mentioned in 1965 and 1969, access to recreation areas close to travel routes and urbanization, were outside of the control of individuals.

Recommendation

In the course of reviewing the recreation needs identified in the five SCORPs, several ways to improve future SCORPs became apparent. The recommendations can be summarized as follows:

1. Use a consistent method for determining needs
2. Establish a specific unit of measurement for reporting needs
3. Add a section on how the need is to be addressed
4. Prioritize recreation needs
5. Base demand on participation and levels of satisfaction
6. Identify current and projected needs
7. Add a "monitoring" section
8. Identify changes in supply

Use a consistent method for determining needs

The first recommendation involves the development and implementation of a standard method for determining recreation needs. The method chosen

reflects a philosophical decision. That is, are recreation needs identified primarily by the perception of recreationists, or by a calculation of supply versus demand? Both of these approaches have been used in the past SCORPs, suggesting that this issue is not resolved. Beyond the philosophical decision are management considerations. The management decision must reflect what can be reasonably done by the agency. The development of a standardized method would allow for comparative analysis between future SCORPs.

Establish a specific unit of measurement for reporting needs

This recommendation addresses the necessity for using a consistent unit of measurement when reporting needs. Of the five SCORPs examined, needs were reported in three different ways: the number of additional square feet, the percent of survey respondents who indicated a particular need, and the amount of activity a site must bear (adequacy indicator). These differences make comparisons among the SCORPs limited due to the assumptions that must be made. Overall, the comparisons can only be considered tentative.

Add a section on how the need is to be addressed

The third recommendation concerns specifying how the identified recreation needs will be addressed. Currently, the SCORPs identify where needs exist. But if they are to serve as a useful planning tool, it is important that the needs not only be identified, but that the manner in which they are to be addressed be identified. That is not to say that every recreation need should be resolved. Instead, there should be a section addressing the actions to be taken to address the needs -- if no action is recommended and the need is to be left unresolved, it should be stated. Specifying the actions taken to resolve a need would facilitate interpreting recreation needs over time. If a need reoccurs from one SCORP to the next, it

could be determined whether its reoccurrence is a result of new demand or whether it is a result of having not been addressed.

Prioritize recreation needs

Given the state's limited resources, it is unlikely that every recreation need identified will immediately be resolved. Instead, priorities must be established to ensure that the most pressing needs are resolved first. The previous recommendation, explaining how the need was addressed, would be useful in prioritizing needs. For example, if a need has been apparent but left unaddressed across several SCORPs, resolving it might be given a higher priority than resolving a need that appeared only once.

Base demand on participation and levels of satisfaction

In the past, demand has been based solely on participation. However, the goal of recreation managers is to provide individuals with opportunities for satisfying experiences. Examining only participation does not provide information on how the experience was perceived. Just because participation increases, it does not necessarily follow that satisfaction has increased. Participation may be increasing due to increases in the population, and satisfaction may actually be declining. In order to ensure that the opportunities being provided lead to satisfying experiences, it is necessary to base demand on both participation and satisfaction.

Identify current and projected needs

This recommendation concerns the need to identify both the current and projected level of recreation need. The early SCORPs projected needs but failed to examine current needs. Later SCORPs examined only current needs. Both current and projected needs should be identified if the SCORP is to be utilized as a planning tool. It is not enough to examine needs as they presently exist

without looking to what may be needed in the future. This is especially important since the SCORPs are done only once every four or five years. Likewise, examining future needs is meaningless unless current needs are assessed.

Add a "monitoring" section

This recommendation involves reviewing the recreation needs and recommendations (to resolve those needs) identified in the previous SCORP. There is no apparent attempt in any of the SCORPs to review previous needs. Therefore, information is not available to determine if past needs were resolved or how they were resolved. Without this type of information, planning is extremely difficult. To overcome this problem, a "monitoring" section is needed. Such a section would detail what needs existed at the time of the previous SCORP, if the recommendations for resolving them were followed, and what the outcome was. This would serve to provide continuity from one SCORP to the next.

Identify changes in supply

The last recommendation involves identifying changes in the supply of recreation facilities. A vital component in examining recreation need is a detailed and up-to-date inventory of the facilities and/or opportunities present in the state. It is important that an inventory method be developed that lends itself to cost-effective and timely updating. Such an inventory would prove useful in prioritizing needs by region.

SECTION FOUR - CONCLUSIONS

The Montana by the Department of Fish, Wildlife and Parks prepared seven SCORPs. The SCORPs represent the state's effort to document the supply of outdoor recreation facilities, participation in outdoor recreation activities, recreation need, and issues important in Montana. While each of the individual SCORPs

may have addressed these components, they were totally independent of one another and therefore lack continuity and overall comparability. Since comparisons from year to year are nearly impossible, one of the largest potential advantages of the SCORP process -- examining trends -- is negated. The most important overall recommendation is that consistency be established within the SCORP process. Establishing consistency would help alleviate the current comparability problem.

Establishing consistency among the SCORPs would require changes at all levels of the process. For example, it would not be enough to establish a consistent presentation format for the SCORP document; this would not alleviate the comparability problem since it does not address methodology. What is needed is consistency in the definitions used, the areas examined, the methodology, and the document format. If any one of these is absent, comparability is compromised. Each section of this report contained recommendations on how to increase comparability by increasing consistency.

Aside from the recommendations that followed each section of this report (Table 11 summarizes these recommendations) and the general recommendation that consistency be established in the SCORP process, there are several other recommendations that can be made. The first is that the authors of the SCORP be clearly identified and that one person/position be responsible for carrying out the SCORP process from year to year. This would provide some continuity that would not exist if a recreation staff person completed the SCORP one year and a planner completed it the next. In examining past SCORPs, it was often difficult to determine who the authors were or who was responsible for carrying out the process. Given the various formats used and questions addressed, it seems likely that different individuals were assigned the task. The differences in the results

suggest that the individuals doing the SCORPs may have had different goals and objectives. The issue of goals and objectives leads to the next recommendation.

The Parks division needs to determine what they hope to accomplish through the SCORP process. After this determination is made goals and objectives should be formulated. For example, is the goal only to meet the requirements necessary to be eligible for LWCF funding? Or is it to carry out a process and create a document that can be used by recreation staff members for planning purposes? Establishing goals and objectives are important since they will dictate what should be done and how it is to be done. For example, depending on the goals, needs may be examined for special segments of the population or plans may be developed for achieving recommended actions. Since goals and objectives influence what is done and how, adopting goals and objectives that would remain similar across the years would facilitate consistency in the SCORP process.

Another suggestion involves the format of the document. Some of the past SCORPs contain more information than was probably needed. When this occurs, both time and money are wasted. Other SCORPs did not contain the minimal amount of information needed to make decisions. This results in a document of limited use. Developing a specific format would serve to simplify the SCORP process by specifying exactly what information is needed and how it is to be presented. In addition, a specific format would be beneficial since it would facilitate comparisons among the years.

Another recommendation concerns an item that affects all of the areas addressed in the SCORP process. Non-residents were usually not considered, although they may substantially affect participation rates, recreation need, and issues that are addressed. For example, if only resident participation is examined, it may appear

Table 11: Summary of Section Recommendations

Section 1: Recreation Participation

1. Include more detailed explanations
2. Include operational definitions
3. Use a consistent set of activities
4. Use the same interval when making projections and make a consistent number of projections
5. Use a standard methodology to make projections

Section 2: Issues and Actions

1. Add a "monitoring" section
2. Establish a specific format
3. Explain how issues were delineated

Section 3: Recreation Needs

1. Use a consistent method for determining needs
2. Establish a specific unit of measurement for reporting needs
3. Add a section on how the need is to be addressed
4. Prioritize recreation needs
5. Base demand on participation and levels of satisfaction
6. Identify current and projected needs
7. Add a "monitoring" section
8. Identify changes in supply

that the supply of facilities or opportunities is adequate. However, including non-resident participation may indicate that the current supply is less than adequate. Another example involves issues. Non-resident participation may lead to issues related to facility needs, funding, fees, access, licenses, etc. Given the number of non-residents who visit Montana, and the state's efforts in promoting tourism, non-residents are likely to significantly influence outdoor recreation in Montana in the future and

should therefore be included in the SCORP process.

Last, in terms of format, certain aids to the reader should be included. Reviewing past SCORPs was often difficult because basic items that aid the reader were neglected. For example, many SCORPs lacked table of contents and page numbers. Not only did this make reviewing the documents difficult, but it would also hinder recreation staff members from using the document.

APPENDIX A: DEFINITIONS OF SELECTED ACTIVITIES

Activity	Year	Definition
Bicycling:	1965	No definition
	1969	No definition
	1973	No distinction between types of bicycling
	1978	Included in the section on "non-motorized trail activities" Within this section bicycling is referred to as an activity that is "not necessarily dependent upon trails per se"
	1983	No definition except to indicate it was non-motorized
	1988	No definition
Boating:	1965	No definition
	1969	No definition
	1973	Included only motor boating
	1978	Included river floating, sailing, motor boating, and "other" boating
	1983	Included motorized and water skiing
	1988	No definition
Climbing:	1965	No definition
	1969	No definition
	1973 - 1988	This activity was not reported in these years
Hiking:	1965	No definition
	1969	No definition
	1973	Included only walking on trails with packs Did not include causal walking or nature walks
	1978	This activity was not reported in this year
	1983	No definition
	1988	This activity was not reported in this year
Nature Walks:	1965	No definition
	1969	No definition
	1973 - 1988	This activity was not reported in these years
Playing Games:	1965	No definition
	1969	No definition
	1973	This activity was not reported in this year
	1978	This activity was not reported in this year
	1983	Included golf, tennis, frisbee, softball, etc.
	1988	This activity was not reported in this year
Pleasure Driving:	1965	No definition
	1969	No definition
	1973	This explanation was given: "This activity is often related to other activities such as picnicking, camping, boating, hiking, fishing, sightseeing and snowmobiling in which the drive to a specific area is one of the pleasures"
	1978	This activity was not reported in this year

Pleasure Driving (continued)

	1983	No definition
	1988	This activity was not reported in this year
River Floating:	1965	No definition
	1969	No definition
	1973	Included river or stream with non-powered boat or raft
	1978	No definition
	1983	No definition except to indicate it included rafting
	1988	This activity was not reported in this year
Snow Skiing:	1965	No definition
	1969	No definition
	1973	No distinction was made between cross-country and downhill skiing
	1978	This activity was not reported in this year
	1983	No definition
	1988	This activity was not reported in this year
Snow Playing:	1965	No definition
	1969	No definition
	1973	This activity was not reported in this year
	1978	Did not include "snow playing", instead included "site-oriented winter activities" which included tobogganing, sledding, tubing, and ice skating
	1983	This activity was not reported in this year
	1988	This activity was not reported in this year
Walking:	1965	No definition
	1969	No definition
	1973	Used the term "walking for pleasure", but no definition was given
	1978	Included in the non-motorized trail activity section, but no definition was given
	1983	No definition
	1988	This activity was not reported in this year

APPENDIX B: KEY ISSUES BY SCORP

1965 SCORP

The 1965 SCORP was, Montana's first effort to document for the Land and Water Conservation Fund Act, Montana's needs and recommendations for action. There was initially a heavy emphasis on the need for facilities in Montana to meet user demand; the need for rehabilitation and development of parks, rest areas, and recreation sites, as well as land and facility acquisition. Closely related to the need for facilities was the issue of funding. Financing was described as the critical and most limiting element in initiating needed programs. Another limiting factor was the need for resource inventories and for visitor use data. Very specific recommended actions are given to obtain this information. Roles were important in 1965, as the two remaining key issues dealt with the need for coordination between all the federal, state, local, and private groups and agencies that manage recreation areas and facilities.

1967 SCORP

The 1967 SCORP was essentially an update of the 1965 SCORP, with the same issues and similar format. However, three additional issues emerged in 1967. Two of these issues dealt with the environment; the need to identify and protect Montana's unique recreational opportunities and the need for preservation, protection and enhancement of Montana's natural beauty. The third issue centered on the need for "near home" facilities to provide recreation opportunity on a day-to-day basis. Special emphasis was to be placed on fulfillment of recreation needs within urban centers.

1969 SCORP

The 1969 SCORP identified six varied issues. Three of these continue themes

previously identified: the need for role identification and coordination between recreation agencies; the need for acquisition of key portions of land for access and development; and the need to protect the quality of Montana's environment. Another issue involved the necessity for a list of rules to be considered when developing recreational lands and waters. A fifth issue dealt with changing needs, the recognition that recreationists' needs change and recreational opportunity providers must be aware of these changes. The last issue addressed the need for a uniform system to be used by all recreation management agencies for the evaluation and classification of the recreation potential of public lands.

1973 SCORP

The 1973 SCORP defined nine issues as "perspectives and observations on concerns in outdoor recreation." But the associated actions recommended to resolve these concerns are not clearly stated and in some cases do not exist. SCORP policies on specific issues are in most cases neither listed nor implied. In 1973 the subject of "roles" was again important with issues related to public and private management agencies understanding and fulfilling their respective recreation responsibilities. A third aspect, the role of the individual, also emerged. This point centers around the public, and more specifically the individual, sharing the responsibility for recreation programs and resources. In a fourth issue, land acquisition was again emphasized as a key, this time to provide access to water-oriented activities. Urban recreation was also important. An issue related to this dealt with the contribution the state can make in assisting local communities in plan recreation facilities. Recreation for the disadvantaged was emphasized for the first time, as was the impact of the out-of-state visitor on Montana's resources and the use of all-terrain vehicles. Dispersed recreation use was also considered significant.

1978 SCORP

The 1978 SCORP lists 16 "major issues to be resolved" in its introduction. However, these issues are not further described or discussed and no solutions are proposed. An abbreviated version of the 1978 SCORP, entitled *Design For Tomorrow, 1977-1990*, 1978, was also reviewed and its key issues have been incorporated in this report. In 1978, two strategic plans are presented in the SCORP, one for the fish and wildlife programs and one for state parks. The plan for state parks contains six issues which were significant in 1978. Two of these issues dealt with financing/funding, the need to search for alternate funding sources. Other repeat issues from previous SCORPs include protection of the environment, off-highway vehicle use and the need for management plans. The only new issue discussed was the importance of maintaining our state parks at a level acceptable to the public.

1983 SCORP

The 1983 SCORP clearly defined its nine recommendations and policies. The major issues were somewhat obscured by the style and format of the SCORP, which was written to be read by the public not necessarily used as a planning document. The key issues were presented within various information articles which appeared in magazines and newspapers. All of the 1983 issues are new and include such subjects as bikeways, energy, law enforcement, winter sports, wilderness, and state efforts to ease access restrictions.

1988 SCORP

The 1988 SCORP list 23 key issues to be resolved -- the largest number of any of the SCORPs. The issues were compiled largely from the results of the Montana Outdoor Recreation Needs Survey conducted in 1985. Recommended actions to resolve the issues are specific and numerous. The issues are similar to those identified in previous SCORPs. However, there are new issues as well, most notably three issues which addressed conflict between users.

APPENDIX C: KEY ACTIONS BY CATEGORY

<u>Categories</u>	<u>Issues</u>	<u>Actions</u>
Financing/Funding	1965#2 - Financing	Review each project for funding source Counties should use matching funds Cities should use matching funds
	1978#2 - Regional Management Plans	Determine purpose of user fees Recommend techniques to increase fee charges Examine viability of State Park Foundation Determine fair cost burden to benefit ratio
	1978#5 - Admin. of LWCF Grants	Update data base for prospective projects Assure recreation values in local plans Assure planning level based on size of community Assure technical assistance for local plans Cooperate with Association of Counties and Montana Department of Community Affairs Support maximum congressional funding Eliminate administrative overhead costs
	1988#1 - Funding	Bring existing sites up to standards Provide additional facilities beginning 1992 Other specific actions
	1988#7 - Economics	Determine which activities need economic evaluation Collect needed data through University system Make findings available to public Conduct snowmobiling impact study Conduct State Park System impact study
	1988#9 - User Fees	Make collection of user fees at site more efficient Use user fees to implement facility improvements Raise cabin site fees to fair market value Require users to pay fair share Consider excise tax on equipment Educate public to gain support for user-pay system Consider public land use pass Return user fees to generated site Close little used facilities Create Council on Recreation Evaluate new allocation formula for park earned revenue Develop alternatives for revising park user fee policies

Roles in Recreation/Coordination

- 1965#3 - Coordination with Other Groups or Agencies
Federal agencies retain control of areas
State provides substantial share of camping on state land
Counties develop picnic/camping areas
Cities should develop near/in city limits
Private provide opportunities based on fair return on dollar
- 1965#5 - Role of Private Enterprise
Visitors and planners be made aware of private sector contributions
- 1969#6 - Role of Government
Montana provides recreation opportunities consistent with funds
Federal agencies provide facilities in relation to nationwide-based demand
State and federal government provide weekend/vacation facilities
Local government provide community facilities
- 1973#6 - Private Sector Recreation
State determines demand for private sector services
- 1973#7 - Role of Local Community
Clarify responsibility and need for close-to-home facilities
Devise funding combinations where state/local lines unclear
- 1973#9 - Role of Individual
None specified
- 1988#6 - Agency Roles
Public agencies should review planning documents
Hold annual issue-oriented conference
Establish interagency council
Set standards for visitor preferences
Define intra/inter agency responsibilities
Plan to integrate SCORP efforts

Liability/Regulation/Enforcement

- 1983#7 - Recreation and Park Law Enforcement
Increase public awareness
Encourage personal precautions
Share enforcement efforts
Train ex officios
Recruit wardens with recreation background
Evaluate conservation officer concept
Address law enforcement in park planning plan
Determine rule/law noncompliance trends
- 1988#16 - Liability Insurance
Protect providers from lawsuits
Establish disincentives for frivolous suits
Providers responsible to users
Establish safety/hazard standards
Research setting a legal limit to attorney fees

	1988#22 - Litter/ Garbage	<ul style="list-style-type: none"> Make receptacles more visible Seek help from local service groups Increase penalties for littering Consider litter crime stopper program Emphasize pack-in, pack-out Promote biodegradable, deposit-required packaging Implement bottle/can tax Increase public awareness Encourage state participation in national programs
	1988#23 - Vandalism/ Misuse/ Abuse	<ul style="list-style-type: none"> Promote public awareness Support crime stopper programs Develop deterrent penalties Install vandal-resistant facilities Consider agency ability to deter vandalism when developing sites Encourage state participation in national programs
Access	1983#1 - Recreation Access	<ul style="list-style-type: none"> Recognize landowners' contribution to recreation during decision making Acquire access across private land Assist landowners in managing guests Protect landowners' rights Educate users of checkerboard land ownership and restrictions
	1988#8 - Visitor Access	<ul style="list-style-type: none"> Identify public lands with recreation potential Recognize use of state school trust lands Seek solutions to maintenance needs on school trust lands Seek access through private land Reflect ease or difficulty of access in management objectives Fund management of access sites where heavy use occurs
	1988#19 - Stream Access	<ul style="list-style-type: none"> Schedule coordinating meetings Involve groups on specific river management issues Disseminate educational information DFWP administer the state stream access law
Conflict	1988#2 - River Management	<ul style="list-style-type: none"> Use Pacific NW rivers study as basis for management decisions Develop joint management plans Provide information about river management techniques Coordinate high-use navigable river/stream management information Emphasize flow reservation and habitat protection

	1988#5 - Recreationist/ Landowner	<ul style="list-style-type: none"> Coordinate with private landowners Allow access considering landowner objections Reimburse landowner losses Reduce landowner liability Develop landowner incentive program "More for Montana" booster system Coordinate with public agencies: <ul style="list-style-type: none"> encourage public land signs encourage private land litter clean-up instill mutual respect encourage user self-policing expand information start landowner/public relations program Decentralize snowmobile program
	1988#13 - Mechanized vs Non-Mech.	<ul style="list-style-type: none"> Designate areas as to motor vehicle use Set seasonal vehicle limits Consider citizens task force to propose management objectives Find new funding sources Encourage citizen reporting of violations Promote educational programs Establish an ORV operators' course Pursue joint development of regulations Provide landowner incentives to provide for mechanized recreation
Acquisition	1969#4 - Acquisition	Use priority list when considering acquisitions
	1973#2 - Water- Oriented Rec.	None specified
Winter Sports	1983#3 - Cross- Country Skiing	<ul style="list-style-type: none"> Maintain existing facilities on public lands Consider proposals for private development/management on public lands
	1983#5 - Downhill Skiing	<ul style="list-style-type: none"> Have state and federal agencies impose minimum of regulation Impose regulations only for safety and environmental protection Allow prices to be established by free enterprise competition
	1983#8 - Montana Snowmobile Program	<ul style="list-style-type: none"> Commit 80% of parks' snowmobile funds to ongoing projects Use 20% for new projects and administration
	1988#20 - Cross- Country Skiing	<ul style="list-style-type: none"> Consider excise tax on equipment Encourage cross-country ski clubs Identify need for a park and ski program Support legislation for cross-country ski grant-in-aid program

			Provide avalanche hazard warning program Designate areas closed to vehicles as cross-country ski areas Coordinate cross-country ski trail development with other trail systems Encourage use of public golf courses for cross-country skiing Use public funded programs to complement private provider efforts
Natural Environment/ Environmental Quality	1967#1 -	Quality Aspects and Aesthetic Values	None specified
	1967#3 -	Montana Unique Opportunities	None specified
	1969#1 -	Environmental Quality	State is responsible for maintaining environmental quality LWCF fund proposals should contain environmental considerations
	1978#6 -	Protection of Cultural, Scientific and Rec. Resources	Enhance land acquisition policy Enhance site management planning Provide the Park program with direction
	1988#14 -	Water Quality	Prevent water quality problems through educational programs Maintain present agency water quality controls Encourage interagency and public and private communication Promote proper staffing and budgeting Create water quality incentives Provide adequate enforcement Consider instream flow to maintain water quality
Off-Highway/Bikes	1973#3 -	All-Terrain Vehicles	Recreation agencies manage all terrain vehicles and users
	1978#4 -	Off-Highway Vehicle Mgt.	Increase coordination/cooperation with agencies Enhance coordination/cooperation with user groups Encourage communities to consider DHV use in planning Seek legislation clarifying DHV management responsibilities Seek legislation to provide adequate funding Encourage OHV industry to cooperate with agencies

	1983#2 - Bikeways	Involve citizens when planning bikeway construction Advise public of positive aspects of bike use Encourage bicycle use for transportation
	1988#11 - Bicycling	Determine direction to proceed: <ul style="list-style-type: none"> - consider non-organized biking public - determine perceived biking needs - explore new funding sources - establish state bike coordinator position - establish state council of users
Tourism	1965#4 - Need for Visitor Use/ Activity Data	Highway Commission undertake studies University of Montana conduct site user and commercial travel surveys and refine development standards DFWP complete state park visitor plan Revise 1965 SCORP within one year Continue to request updated data
	1973#5 - Non-Resident Recreation	Institute interagency planning system Provide information to visitors
	1988#3 - Tourism	Document tourist expectations Create unique and attractive Montana image Encourage coordination of information to steer tourists to local attractions Establish travel corridor plan Sign all major sites on highways Standardize site designations between agencies Establish tourist information centers Provide security/allow overnight stops at highway rest areas Develop interagency plan to address above alternatives Participate in Research Projects Steering Committee Cooperate in publishing <u>Montana State Parks</u> gift book for state centennial Cooperate with plan for system of highway signs
Use/Potential-Use	1969#5 - Potential-Use of Public Lands	Management agencies continue inventory, categorization and evaluation of public lands resources for potential recreation use
	1973#1 - Dispersed Recreation Use	Reevaluate management responsibilities Revise planning concepts in light of changing conditions Determine ratio between camp units and population Determine strategic location of key developments Plan for key sanitary stations

Wilderness	1983#9 - Montana Wilderness Synopsis	<p>Preserve classified wilderness in present status and condition</p> <p>Do not compromise lands with wilderness potential</p> <p>Evaluate lands with wilderness potential</p> <p>Seek land acquisition where private inholdings exist in wilderness</p>
	1988#12 - Wilderness	<p>Proceed with wilderness allocation</p> <p>Use joint decision making in areas of overlapping jurisdiction</p> <p>Fish and wildlife management should remain state responsibility except in national parks</p> <p>Manage state inholdings within wilderness areas in cooperation with federal agency</p>
Disadvantaged	1973#4 - Recreation Disadvantaged	<p>Agencies determine what is needed to for the enhance use by disadvantaged</p> <p>Local agencies plan on greater use by disadvantaged due to accessibility</p> <p>Citizens should have concern for extending recreation to the developmentally different</p>
	1988#18 - Disabled Issues	<p>Make new construction wheelchair-accessible</p> <p>Recognize "disabled" as more than wheelchair-confined</p> <p>Determine range of handicapped needs</p> <p>Examine feasibility of citizen's advisory board on disabled needs</p> <p>Consider hunting from vehicles for disabled hunters</p> <p>Encourage local/county programs to address handicapped needs</p> <p>Determine issues to guide future recreation programs and development</p>
Energy	1983#4 - Destination	<p>Businesses should promote vacationing destination packages</p> <p>Agencies should assist in promotion</p>
	1983#6 - Energy and Recreation	<p>Government agencies set the example of fuel conservation</p> <p>Citizens decide activities they want to participate in</p> <p>Make fuel-consumption statistics available to public</p>
Maintenance	1978#1 - Maintenance of State	<p>Maintain funding/staffing levels</p> <p>Avoid expansion unless funding available</p> <p>Experiment with techniques:</p> <ul style="list-style-type: none"> - to improve utilization of personnel - to reduce support staff to on-site personnel ratios

		<ul style="list-style-type: none"> - to make park system more economically self-sufficient - to identify prospective required maintenance
	1988#15 - Highway Maintenance	<p>Incorporate needs into highway construction/maintenance standards</p> <p>Identify roads/highways for upgrade which are crucial for recreation</p> <p>Generate road maintenance revenue by increasing fuel tax only as last resort</p> <p>Encourage recreation corridors</p> <p>Increase highway rest area quality and numbers</p> <p>Establish Tourist Information Centers</p> <p>Allow overnight stops at on-site managed locations</p> <p>Consider placing rest areas under State Park System</p> <p>Before placing new recreation facilities, consider new road construction/maintenance</p> <p>Create road designation for unique roads</p>
General Facilities	1965#1 - Lack of Facilities	<p>Regarding development give priority to:</p> <ul style="list-style-type: none"> - rehabilitation of existing facilities - development of urban parks and playing fields - development of facilities associated with the state's travel system - development of facilities associated with water-based activities <p>Regarding fishing access sites give priority to:</p> <ul style="list-style-type: none"> - lands for local/county parks and playing fields - lands for new state parks to round out present State ownership - lands for providing access to water - lands to overcome access problem - lands to develop highway rest areas and the wayside program
	1967#2 - Near-to-Home Facilities	None specified
	1969#2 - Recreational Development Plan	<p>Use the provided list of priorities in project planning (Appendix B)</p> <ul style="list-style-type: none"> - consider design capacities - seek development of urban parks and play fields - develop facilities associated with state's travel system - emphasize water-based activities - develop fishing access sites - develop facilities associated with Montana's Recreational Waterway System

		- develop recreation areas on federal lands
	1978#3 - Regional Management	<p>Establish minimum standards for Regional Plans</p> <p>Explore alternatives of program planning and zero-base budgeting</p> <p>Clarify roles and policies of levels of government</p> <p>Greater freedom in planning</p> <p>Establish task force</p> <p>Establish program for land acquisition</p> <p>Inventory lakes and rivers to establish recreation values</p> <p>Explore alternate sources of funding</p> <p>Try to gain less than fee simple access rights</p> <p>Inform public on safe water use</p> <p>Enforce bank-side use of rivers</p> <p>Continue cooperation in water management</p> <p>Prepare, implement and evaluate river and lake management plans</p> <p>Determine sites needing management plans</p> <p>Prepare plans to address site goals</p> <p>Evaluate effectiveness of warden force</p> <p>Evaluate park regulations</p> <p>Provide for Parks Program law enforcement</p> <p>Increase ex officio law enforcement training</p> <p>Retain temporary law enforcement offices</p>
Wildlife	1988#10 - Wildlife	<p>Regarding habitat protection:</p> <ul style="list-style-type: none"> - purchase tracts to be managed for wildlife - consider wildlife needs in management decisions - encourage agricultural community to consider wildlife needs - apply direct habitat management to specific areas of concentration - increase public awareness - establish joint public/interagency consensus on habitat priority <p>Regarding grizzly management:</p> <ul style="list-style-type: none"> - delist grizzly where recovery goals met - attain population levels to provide for recovery - upgrade management information base - reduce bear-people conflicts - provide assistance to land managers - support grizzly studies - upgrade enforcement
Cultural	1988#21 - Cultural Resources	<p>Actively pursue preservation</p> <p>Preclude use on fragile cultural lands</p> <p>Historic Preservation Officer should make preservation decisions</p>

		Make preservation first management alternative Instill respect for preservation Have a file of cultural resources Historic Preservation Office is central for all agencies
Public Involvement	1988#17 - Management Decision Making	Increase public participation in decision making Strengthen interagency coordination Encourage agencies to return earned revenue to benefit sites and programs Establish interagency council
Urban Recreation	1973#8 - Urban Recreation	State will encourage local community planning efforts Establish funding policy Establish community recreation plans
Crowding	1988#4 - Overuse/ Crowding	Do not expand until existing sites produce acceptable experiences Increase quality of experience During peak seasons make alternative sites and areas known to users Disperse users into "shoulder seasons" Develop reservation systems to control crowding Provide public education to reduce conflict Use screening to reduce perception of crowding Provide both densely spaced and more spacious camping opportunities Increase number of park systems sites Conduct 1987/88 on-site survey of visitor preference
Changing Needs	1969#3 - Changing Needs	Evaluate factors affecting demand when planning

SECTION II

1993 SCORP FOCUS AREAS



1993 SCORP FOCUS AREA

Based on the results of the trend analysis, the local government recreation facility and needs inventory, and public comment received, the focus areas for the 1993 SCORP are as follows:

1. Development of an Interagency Comprehensive Statewide Trails Plan
2. Enhancement of park related day use/picnicking recreational opportunities, including overnight camping opportunities within the Montana State Park System.
3. Improvement of the process by which LWCF revenue is allocated for local and state projects.

The trend analysis of recreation participation indicated that five activities displayed relative stability over a ten year period, those being fishing, horseback riding, picnicking, cross country skiing, and snowmobiling. Picnicking also was consistently the most participated in activity. Two activities, hunting and bicycling, showed modest increases. Downhill skiing participation displayed a dramatic increase over the past ten years.

All of the aforementioned activities can be categorized into one of the three 1993 SCORP focus areas. Trail related activities include cross country skiing, snowmobiling, horseback riding, and bicycling. Picnicking is a major pastime of public park users, and local, county, and state parks offer a diversity of opportunity for this activity; however, due to financial instability within most local and state government agencies, the quality of the associated recreational experience is in jeopardy. Camping was the only activity that displayed a decrease in participation over the ten year study period. This may be due to the gradual deterioration of public campgrounds, again directly related to inadequate maintenance and operations funding. Since there is an increasingly important link developing between state parks and Montana's fast growing tourism industry, and state parks are major providers of this activity, the 1993 SCORP will focus on possible avenues of enhancing overnight camping opportunities in state parks. A survey of non-resident visitors to three state park campgrounds, as outlined in the Tourism and Marketing Enhancement Plan (appendix H), shows campground improvements as the most frequently mentioned need. Camping was also consistently mentioned as one of the most popular activities for non-resident visitors.

Along with camping facilities, the enhancement and provision of picnic facilities, and swimming facilities were also consistently

identified needs over the course of the study.

Issue trends concerned with funding and financing, roles in recreation and agency coordination, the environment, and tourism were consistently mentioned. The funding and financing of recreation facilities, programs, and opportunities particularly relates to the LWCF enhancement and improvement focus area, since the primary purpose of the LWCF program is to provide local communities with matching federal funds for this purpose. Also, the LWCF program remains one of the primary means by which local community recreation projects are funded throughout the State.

Further justification for the focus areas is outlined in a research report published in October, 1991 by the Institute for Tourism and Recreation Research on Montana resident travel. Table 7 summarizes the activity participation patterns of respondents to a statewide telephone survey conducted in 1989.

The National Park Service, in the 1991 Rivers, Trails, and Conservation Program Annual Report strongly endorses the development of comprehensive state trails plans as integral components of the future National Trails System plan. It is also recommended that trails planning be incorporated into SCORP.

The incorporation of a statewide trails plan into the SCORP process is perhaps the most significant focus area, in that the development of trails and trail systems encompasses and enhances a wide variety of outdoor recreation activities, including all of the travel and nature-based activities listed in figure 1. Recreational access, natural resource interpretation and education, tourism, and recreation and tourism related industries will all benefit from the development of a state trails plan.

SECTION III

IMPLEMENTATION PLAN



IMPLEMENTATION PLAN

I. Guidelines for the development of the Montana Statewide Comprehensive Trails Plan.

Relationship to the Statewide Comprehensive Outdoor Recreation Plan (SCORP):

The Montana Statewide Trails Plan (STP) will be an element of the Statewide Comprehensive Outdoor Recreation Plan (SCORP) program.

The Land and Water Conservation Fund Act of 1965 (LWCF), which directs the planning and development of the SCORP, as amended, explicitly requires each SCORP to include the following:

- A. the name of the state agency that will have the authority to represent and act for the State in dealing with the Secretary of Interior for purposes of the LWCF act, as amended;
- B. an evaluation of the demand for and supply of outdoor recreation resources and facilities in the State;
- C. a program for implementation of the plan;
- D. certification by the Governor that ample opportunity for public participation has taken place in plan development; and
- E. other necessary information as determined by the Secretary (see Chapter 630.1 in the LWCF Grants Manual for more detailed information).

The SCORP requirements listed under criteria B, C, and D will be partially fulfilled through the formation of a Montana State Trails Advisory Committee (STAC).

STAC formation began in the fall of 1992, with a solicitation of nominations from interested individuals or groups. Eight representatives and alternates were then selected from the list of nominees after a detailed selection process. A list of STAC representatives and alternates is provided in appendix E.

The development of the STP will consist of the following basic components:

- Action Document, presenting the findings, goals, objectives, and actions of the plan.
- Policy Document, providing background information and data, and establishing state policies on trails.

- Process Document, describing how the plan was developed.
- Technical Assistance Manual, providing technical information and guidance on trail projects.

II. Definitions:

Throughout the planning process, a trail shall be defined as...

a path, route, way, right of way, or corridor posted, signed, or designated as open for travel or passage by the general public but not normally designated as open for the transportation of commercial goods or services.

A trail is an opportunity to experience solitude or companionship, recreation, or challenge; an opportunity for the appreciation of nature; a means of achieving renewal of body, mind, and spirit.

"Multiple use management" is management of the same land base for two or more purposes. "Multiple use trail" is a trail designated for two or more recreational uses (e.g. mountain bikes, OHVs, and hiking).

III. Proposed Vision Statement:

The vision statement will serve to identify the desired outcome of the planning process. The proposed vision statement is:

"A significant network of identified trails, for all ability levels, offering a diversity of opportunities, from very primitive to developed, that are easily accessible to the user. The trails will be managed to conserve and protect existing natural resources, for multiple use where publicly acceptable, and in a manner that will enhance the image of trail related recreation and recreationists."

A preliminary task of the STAC will be to finalize a tentative vision statement and then evaluate public support for the proposed statement, with the opportunity to make revisions if necessary. The STAC will determine the proposed vision and make any necessary revisions by January of 1994.

IV. Findings, Goals and Objectives:

A. Findings:

A list of significant findings concerning trail related recreation will be developed by the STAC through a combination of public meetings, mailed or telephone survey questionnaires, and/or focus and nominal group techniques. The findings will be statements relating to the current state of trail related recreational opportunities in Montana, current management responsibilities, past planning efforts, funding for trail management, existing and needed trail maintenance efforts, user conflicts, information and educational needs, and desired recreational and managerial settings. Additional findings will be added based on the information obtained by the STAC through associated surveys and/or public meetings.

B. Goals / Objectives:

Goals for the STP will be developed based on the findings identified by the STAC. Objectives will then be developed for each identified goal. Goals and objectives will be prioritized based on STAC findings and recommendations.

Brief History of Recreational Trail Use in Montana:

Trail related recreation use in Montana has been a popular activity for many years. However, growing public interest in recreational trails and the many uses surrounding them has only been recognized for the past several decades. It will be necessary to conduct a study to accurately profile trail use and trail recreationists in Montana. This information currently exists in various forms, but is not comprehensive in nature and most likely outdated. It is vital for development of a plan that background information and data be provided so that adequate policy measures can be proposed and actions implemented.

An assessment of current public participation in trail activities, including investigation of trail related recreational behavior patterns, and opinions on trail issues will be conducted beginning in July of 1993.

Objective: Complete by 6/94 a mail and/or telephone survey of Montana citizens on participation in trail activities, behavior patterns, preferences, and opinions on issues.

A goal of the trails planning process will be the identification of trail related recreational opportunities in Montana by the completion of a state-wide comprehensive trails inventory, beginning in July of 1993.

Objective: Complete by September of 1994, an inventory and listing of formal trails in Montana located on federal, state, tribal and local government lands. The trails will be categorized by managing agency, level of development, level of environmental and social impact, type and level of use, existing or potential user conflicts, and the presence of critical resources. Also included will be trail length by mile, trail highlights, and trail location.

A separate inventory of trails on private lands, similar to the inventory of trails on public land, will be necessary in order to evaluate and identify the full spectrum of trail related recreational opportunities available in Montana. This inventory will be conducted concurrently with the public inventory.

Objective: Complete by September of 1994, an inventory and listing of trails on private land, using a format similar to that described in the public lands inventory objective.

For management and planning purposes, and to identify future natural resource and social science research needs it will be necessary to identify past trail related research and findings.

Objective: Complete a literature review of research associated with trails in the state of Montana from 1960 to the present, to begin in July of 1996, completed by 10/96.

Identification of Key Issues and Action Statements:

In order to further identify and assess public opinion on potential key issues related to trails, and to identify the future direction of trail administration and management, a series of public scoping sessions will be conducted beginning in January of 1995. This will be the initiation of the Trails Program PEIS development process, as required under MEPA.

A list of key issues will be developed based on findings, identified goals, stated objectives, information from surveys and public scoping sessions and the trails inventory. Action statements will also be developed for each identified issue. Each action statement will include the following:

- a statement of the problem
- a solution statement
- listing of planning participants
- time frame to address the problem
- recommended and alternative strategies
- how strategies to address problems will be monitored.

Reporting of Results:

A draft report summarizing the results of the public scoping sessions, survey and inventory will be developed by December of 1995. The draft PEIS will be developed by January of 1997. The final PEIS report will be published as part of the final SCORP report in January of 1998.

THE 1996 MONTANA OUTDOOR RECREATION NEEDS SURVEY

Specifically the survey will measure the following variables:

1. Participation in selected outdoor recreation activities.
2. Preferences for outdoor recreation participation.
3. State and federal recreation opportunities.
4. The most significant outdoor recreation problem(s) or concern(s) facing Montana.

The study will involve a state-wide telephone survey of Montanan's, beginning in January of 1996. A report summarizing the survey findings will be completed by December of 1996.

The study will Serve to fulfill the SCORP requirements concerning an assessment and overview of outdoor recreation issues, assessment of resources, programs and opportunities, analysis of future needs, and an assessment of demand predictions and projections.

Proposed Planning Schedule Summary:

- | | |
|---------------|---|
| July, 1993 | - begin survey on trail issues/participation, etc. |
| July 1993 | - begin public/private trails inventory |
| June, 1994 | - completion of report on survey findings |
| Sept. 1994 | - completion of inventory report on public and private lands |
| Jan. 1995 | - Trails Program PEIS process initiated; public scoping sessions/meetings begin to identify issues and actions. |
| Dec. 1995 | - draft report of PEIS public scoping sessions, survey, and inventory findings published |
| Jan. 1996 | - begin statewide SCORP needs assessment project |
| Dec. 1996 | - SCORP needs assessment final report published |
| July, 1996 | - begin literature review project |
| Oct. 1996 | - completion of literature review |
| Jan, 1997 | - draft PEIS report completed and circulated for public review |
| August, 1997 | - draft SCORP published and circulated for public review and comment |
| January, 1998 | - final SCORP report published; final Trails Program PEIS published as part of final SCORP. |

2. Focus Area Two - Enhancement of day use/picnicking opportunities, including overnight camping in the Montana State Park System.

The primary goal of this focus area will be to enhance day use and picnicking opportunities available at local and state managed parks, and overnight camping opportunities within units of the Montana State Park System. Montana's parks are major providers of outdoor recreational opportunities, and play an ever increasing role in Montana's fast growing tourism industry.

Due to the increase in use experienced over the past decade, coupled with increasingly inadequate maintenance and operations revenue, many park resources have deteriorated to unacceptable conditions. As a result of this dilemma, the quality of the recreational experience of visitors to many local and state parks has been diminished. This in turn negatively effects local and regional tourism industries.

I. Montana State Parks

The Montana State Park System provides outstanding opportunities for day use activities, and offers a variety of overnight camping experiences.

Due to dramatic increases in visitation over the past ten years and progressively inadequate maintenance and operations budgets, significant natural, historical and cultural resources and recreational opportunities are threatened.

Appendix D, The State Park Futures Committee Report to the Governor and the 52nd Legislature provides a detailed history and background of the problems now facing the state park system. Specific detailed actions and objectives to address this problem are also outlined.

In the Futures Committee Report various methods of raising revenue for state parks are discussed. In order to obtain an accurate measurement of public opinion concerning these proposed funding sources, the Department of Fish, Wildlife and Parks has conducted a series of public surveys and focus group sessions, focusing on ways to enhance state park funding. The surveys and focus group sessions are components of several special studies dealing with the enhancement of the tourism potential for state parks, marketing of state park resources, and a detailed evaluation of public attitude concerning state park system funding, management, and recreational use.

A. 1992 State Parks Visitor Survey

This survey includes questions about needed and/or desired facilities, educational programs, user fee pricing, activity participation, and proposed long term funding sources.

A summary of the results are reported in appendix K.

The information provided by this study will help provide a more accurate and up-to-date understanding of how Montanan's would like their state park funded and managed. Further analysis of the survey data will most likely take place as specific issues, such as priorities for additional facilities and services, are addressed.

Priorities and issue identification concerning day use and camping opportunities, and the opportunity for continuing public involvement in the planning process, will commence in July of 1993, after the next regular legislative session.

B. Tourism and Marketing Enhancement Plan for Flathead Lake, Lewis and Clark Caverns, and Makoshika State Parks.

Montana's State Parks are an increasingly important component of the state's natural resource based tourism industry--an industry in 1990 that added over \$750 million in retail sales to the state. While many of the existing state parks were rightly established to preserve and protect Montana's natural and cultural heritage, they can also play a more important role in revitalizing the economies of nearby communities that serve non-residents as they visit the state. Careful and sensitive promotion of these parks combined with an appropriate management system can influence non-residents to stay longer, spend more money, and thereby increase opportunities for employment and income for Montanans.

The overall goal of this study was to develop a model tourism enhancement plan for three state parks. The plan for each park will encourage tourism while providing for the preservation and conservation of the unique natural, cultural, historic and recreational resources found within each area. The plan would indicate how park visitor experiences can be enhanced, and how each area can be marketed within the tourism resources of the local region.

The results of this planning process are summarized in appendix H.

C. State Park Attribute Inventory

A comprehensive inventory of 61 state park sites was conducted during the summer of 1991. The inventory consisted of on-site inspections using a standard attribute and inventory form, as presented in appendix G. Inventory attributes included facility types such as picnic tables, roads, trails, campsites, and park buildings. A summary of the inventory findings is presented in appendix G. The complete report, including each individual site report, is on file at the Parks Division office in Helena (1420 E. 6th Avenue, Helena, MT 59620).

D. Local Parks

The enhancement of city, town, and county parks, and related recreational opportunities will be accomplished by the addition of several new criteria for evaluating Land and Water Conservation Fund (LWCF) Project Proposals concerning local parks and associated recreational facilities. This is outlined in the next focus area, specifically in sections VI, VII, and VIII of the Land and Water Conservation Fund Open Project Selection Process.

3. Focus Area Three - Enhancement of Land and Water Conservation Fund (LWCF) Open Project Selection Process (OPSP) for local and state projects.

Introduction:

The Land and Water Conservation Fund: A Condensed Story, written by Mary Ellen McDonald, Montana Department of Fish, Wildlife & Parks.

In 1964 the President and Congress enacted one of the most successful and far reaching pieces of conservation and recreation legislation in America's history. Over its first quarter of a century, the Land and Water Conservation Fund has provided over \$7.3 billion to acquire new federal lands and to provide grants to state and local governments.

The LWCF encouraged a full partnership between national, state, and local governments in planning, funding and providing nationwide recreation opportunities.

The LWCF Act requires that all property acquired or developed with LWCF assistance be maintained perpetually in public

recreation use. This insures that tens of thousands of outdoor recreation sites at every level of government and in every state are recognized and continuing legacies that must remain available not just today, but to future generations of Americans.

In Montana, more than 750 projects statewide representing a \$60 million investment of federal, state, and local dollars have been completed through this 50/50 match program. Almost all counties, cities and towns in Montana have been successful in obtaining financial assistance through this grant program.

The Montana Department of Fish, Wildlife and Parks was designated the state agency responsible for this program in 1965 and the Parks Division was assigned the responsibility of its administration.

Although the LWCF allocation to Montana has been cut back drastically by the federal government in recent years, enthusiasm and support for the program continues, evidenced by the fact that local government requests for dollars exceed the amount of available allocation. There are two separate project rating systems for the open project selection process: 1) Locally Sponsored Land and Water Conservation Fund Project Selection Process, and 2) State Sponsored Land and Water Conservation Fund Project Selection Process.

LOCALLY SPONSORED LAND & WATER CONSERVATION FUND OPEN PROJECT SELECTION PROCESS (Revised June, 1992)

The revised Open Project Selection Process directly reflects the needs identified by local governments in the 1992 Local Government Recreation Facility and Needs Inventory.

In order to allocate Land & Water Conservation Fund dollars equitably, a project rating system has been developed to consider a variety of pertinent factors.

THE FACTORS CONSIDERED

I. PRELIMINARY REQUIREMENTS

All five factors in this category must be addressed affirmatively by the sponsor for further consideration to be given to the grant application.

- A. The site owner (project sponsor) must be willing and capable to operate and maintain the site for outdoor recreation in perpetuity.

- B. The sponsor must meet 50% of the project cost before matching LWCF dollars may be provided.
- C. The project must enhance the environmental setting of the site, and/or enhance the local or regional tourism potential.
- D. Compliance must be assured, with all applicable laws and regulations, including federal non-discriminatory rules and section 504, disabled access requirements.
- E. Priority considerations have been compiled to guide local LWCF expenditures. Each of the four items listed is a priority, with no more or less importance attached to any of them. The proposed project should help satisfy at least one of these priorities.
 - 1. Projects which meet specific local needs;
 - 2. Projects which will provide for both active and passive participation;
 - 3. Projects which may be used for two or more seasons of the year;
 - 4. Projects which accommodate a variety of recreational uses.

All subsequent factors will be given a score of 0-12 points based on the criteria described.

- F. Project cost overruns meeting the following criteria are exempt from the Open Project Selection Process. Cost overrun exemptions are determined on a case by case basis.
 - 1. the intent of the original project's scope remains unaltered; and
 - 2. the sponsor supplies documented evidence as to why the overrun occurred.

II. PROJECT TYPE & USE

- A. Use Season - The value of a facility to its surrounding community is most often directly proportional to the amount of use it receives. It is generally assumed that the more hours out of the day and months out of the year that a facility is usable the greater will be its use. Therefore, points are awarded for usable hours and months as follows:

Rating

1 point per useable month

As a guide to assigning points, the following standards are set:

Standards

outdoor pools - 4 months

tennis courts & other playing fields - 6 months

park areas - 8 months

12 points would be awarded for an all season facility.

- B. Active/Passive Recreation - Projects providing facilities or areas for both active and passive recreation will be given preference.

Active - courts, playing fields, trails, skating rinks etc.

Passive - benches, picnic and camping facilities.

Initial landscaping, to make a previously unusable parcel of land usable as park land, is considered to provide both passive and active opportunities.

Rating

- B.1 For new projects and modification and/or upgrade of existing projects:

4 points - spectator facilities, support facilities i.e. toilets, parking

8 points - projects providing active or passive recreation.

12 points - projects providing active and passive recreation

- C. Project Design - Projects which provide for a variety of uses will receive priority.

Rating

1 point per activity

Example of standards:

Horse arena - 1 use
Spectator facilities - 1 use
Multi-purpose courts - 2 uses
Initial Landscaping - 2 uses
Exercise trail - 2 uses

- D. Land Acquisition/Development - Because it makes available for public recreation use land presently unavailable, acquisition of new recreational land is given priority over development.

Rating

- 1 point - no acquisition
2 points - no acquisition, but development is proposed to accommodate outdoor recreation on land previously unsuitable for outdoor recreation activities
3 points - acquisition of recreational land

III. FINANCIAL PROFILE

- A. This is a measure of the per capita Land & Water Conservation Funds received to date by the project sponsor. The intent is to distribute LWCF dollars to as many eligible sponsors as possible, therefore sponsors from areas of low LWCF per capita expenditures will receive higher priority.

Rating

0-12 points - depending upon the ranking of the individual project as related to all applications received.

- B. Project sponsors not using other state or federal funds, but relying entirely on local agency funds or cash donations for their share of project costs will be awarded additional points as follows:

- 4 points - matching funds totally from federal sources
- 8 points - matching funds partially from federal and/or state sources
- 12 points - matching funds totally from local or private sources

Note: Revenue sharing funds are considered to be local agency funds.

IV. NEED FOR PROJECT

- A. Facility Standards - Priority will be given to those projects which demonstrate the greatest need based on the 1991 Facility Inventory and most recent Facility Standards in the Statewide Comprehensive Outdoor Recreation Plan (SCORP).

Rating

0-12 points - depending upon ranking of individual projects.

Note: Subsections B through F refer to the local recreation needs survey. The local survey is implemented by the local sponsor of a LWCF project grant before application is made to determine the same information on a local basis. To qualify, a local survey must have been performed within the three years preceding grant application.

- B. Activity Need - This information is derived from the local survey question, "Are there outdoor recreation activities members of your household would like to participate in but do not..." The frequency of each response will be recorded and ranked accordingly.

Rating

- 0 points - The activity most commonly associated with the project is not mentioned.
- 6 points - The frequency of the activity most commonly associated with the project is greater than zero, but falls below the median.
- 12 points - The frequency of the activity most commonly associated with the project is at or above the median, OR the activity is among the top five represented.

Example: Assume that 9 activities are mentioned, A through I, by local survey participants. Activity A is mentioned most often, thus has the highest frequency. Activity B is mentioned second most often and thus has the second highest frequency and so on.

A Highest Frequency
B
C
D
E Median
F
G
H
I Lowest Frequency

The median is the midpoint of this frequency span... the 5th position out of 9. The median is different than the average. Using this scheme, a project addressing any of activities A through E would receive 12 points. Likewise any project addressing activities F through I would receive 6 points.

- C. Facility/Activity Correlation - This information is derived from the local survey question, "Which one outdoor recreation activity do you feel is in the greatest need of additional facilities...?"

Rating

- 0 points - The activity most commonly associated with the project is not mentioned.
- 6 points - The frequency of the activity most commonly associated with the project is greater than zero, but falls below the median.

- 12 points - The frequency of the activity most commonly associated with the project is at or above the median, OR the activity is among the top five represented.

D. Facility Need - This information is derived from the local survey question, "...what one kind of outdoor recreation area would your household prefer?"

Rating

- 0 points - The area-type is not mentioned.
- 6 points - The frequency of the area-type proposed for LWCF assistance is greater than zero, but falls below the median.
- 12 points - The frequency of the area-type proposed for LWCF assistance is at or above the median, OR the area-type is among the top five represented.

E. Special Needs - This information is derived from the local survey question, "Do you feel there are adequate outdoor recreation opportunities for children, the elderly and the handicapped?" Needed facilities are identified by those responding negatively to this question.

Rating

- 0 points - No facilities related to the project are mentioned.
- 6 points - One facility included in the project is listed as being in need.
- 12 points - More than one facility included in the project are listed as being in need.

F. Addressing Concerns - This information is derived from the local survey question, "What do you feel is the most important outdoor recreation problem or concern?" (Local survey question #7)

Rating

- 0 points - No aspect of the project is indicated as in need.
- 6 points - One documented concern is addressed by the project.

12 points - More than one documented concern is addressed by the project.

V. PROJECT APPLICATION & ADMINISTRATION

- A. It is important that project applications are well thought out, complete and punctual.

Rating

- 0 points - Incomplete at the time of evaluation.
- 2 points - The sponsor had to be contacted after submission to complete or clarify the application.
- 4 points - The application was received in good order, requiring no contact with the sponsor after submission.

- B. Administration of previous projects: A good record on previous projects is considered a positive factor and given special consideration. Factors considered will be operation and maintenance of previous projects, accounting procedures, timely utilization of previous dollars granted, and LWCF site inspection reports. If first time project sponsors appear to have a good grasp of project administration, 4 points will be given.

Rating: 0 points - Poor
2 points - Good
4 points - Excellent

- C. Resubmission of a previous year project: If during the previous year an eligible project was submitted but not funded, it will be given a maximum of 4 points.

Rating: 0 points - New proposal
4 points - Resubmission from last year

VI. PROVIDES FOR TRAIL RELATED OPPORTUNITIES

Based on information obtained from the 1993 SCORP Trend Analysis, and the Local Government Recreational Facility and Needs Inventory, proposals addressing trail related recreational opportunities will receive additional points as follows:

- 3 points Provides for a new trail in an area with outstanding or high demand for trail oriented activities.
- 2 points Maintenance or improvement of an existing trail.
- 1 points Provides for trail-head facilities to support and encourage trail use.

This criterion will primarily apply to proposals involving the development and/or enhancement of greenways, rail-trail projects, and/or trails and trail related projects sponsored by city, town, and county government agencies.

VII. PROVIDES FOR PARK RELATED DAY USE/PICNICKING AND/OR CAMPING OPPORTUNITIES

Based on information obtained from the 1993 SCORP Trend Analysis and results from the local government recreation facility and needs inventory, proposals addressing park related day use/picnicking/and/or camping recreational opportunities will receive additional points as follows:

- 6 points Access, new facilities, or acquisitions in an area with good resource potential or high demand.
- 3 points Provides for maintenance or enhancement of existing facilities.

This criterion will primarily apply to proposals involving the development or enhancement of city, town, or county parks, recreation areas, nature preserves, and/or historic resources.

VIII. PROVIDES FOR OUTDOOR SPORTS/GAMES RELATED OPPORTUNITIES

Based on information obtained from the local government recreation needs and facility inventory, the following additional points will be awarded for proposals addressing the enhancement or development of facilities such as those listed under section D of the facility inventory sheet (appendix J)

- 8 points Access, new facilities, or acquisitions in an area with good resource potential or high demand.
- 4 points Provides for maintenance or enhancement of existing facilities.

STATE SPONSORED PROJECT SELECTION PROCESS

Priorities have been established to help determine if a state-sponsored project will be considered for LWCF funding. A project proposal must address at least one priority to receive further consideration. The priorities listed below have no order of magnitude - one is as important as the other. The need for this flexibility has become acute with the severe funding cutbacks in the Land and Water Conservation Fund in recent years, since the highest priority statewide projects must now be funded with other sources of money if they are to be accomplished at all.

The process reflects a directive to improve the operation, maintenance, resource protection efforts, and provision of services at existing units of the Montana State Park System before expansion of the park system is considered.

A project proposal must address at least one priority to receive further consideration.

Priorities:

1. Projects earmarked for LWCF funding by the State Legislature.
2. Projects which will enhance the recreational experience by conserving the scenic, archaeologic, scientific, natural, historic, and/or recreational resources of the state and provide for their use.
3. Projects designed to aid in people management and law enforcement, i.e., controlled access, screened camping areas, vandal-proof facilities, area designations and development for specific uses.

4. Projects near population centers.
5. Projects which will serve as a destination vacation site, i.e., with significant attractions on site or within a short drive.
6. Projects which will help the state acquire inholding at existing sites.
7. Projects which will provide or enhance a trail experience or a trail-head onto other public land.

All projects determined desirable for LWCF funding must meet one of the below listed criteria. The criteria are listed in descending order of priority.

The projects which meet criteria #1 will receive matching LWCF assistance first. All projects within criteria #1 will be ranked according to the priority of additional criteria which are addressed, with the exception of criteria #8. The tendency will be to rank that project highest which addresses the most consecutive criteria.

1. Health and safety, emergencies
2. Health and safety, routine concerns
3. Protection of existing investment
4. Projects that reduce operation and maintenance costs
5. Visitor service, comfort or convenience
6. Projects having no operations or maintenance impacts
7. Problem inholding
8. Acquisition of new parks

Operations and maintenance of the State Park System will be given priority over expansion. New acquisitions will be considered after the other criteria are adequately addressed.

A project which will significantly increase the cost of operation will be ranked lower than one which will not.

1992 LOCAL GOVERNMENT RECREATION FACILITY INVENTORY

A statewide survey of city, town, county, and tribal governments, including school districts was conducted in the spring of 1992.

Government agencies were mailed a two page survey form (appendix J) and asked to identify the number of recreational facilities owned. Also asked was an estimate on the number of additional facilities needed to meet demand in five years, and the projected cost of the needed facilities.

- 21 out of 56 counties completed and returned the inventory form for a response rate of 38 percent
- 61 out of 125 city and town governments responded for a response rate of 49 percent.

Due to the large size of this data-base, the complete inventory for all agencies and school districts will not be provided as part of the SCORP report. The complete inventory is on file in the State Parks Division Helena office, at 1420 East 6th Avenue, Helena, MT 59620.

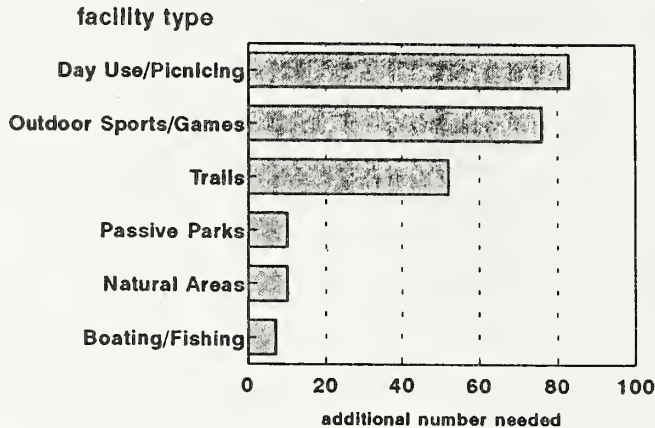
The graphs on the next page represent the needs as indicated by 7 major Montana cities and 20 counties. Non-respondents will be contacted again in 1993.

Cities: Billings, Bozeman, Great Falls, Helena, Kalispell, Miles City and Missoula (combined population of these cities represents 31% of the state population).

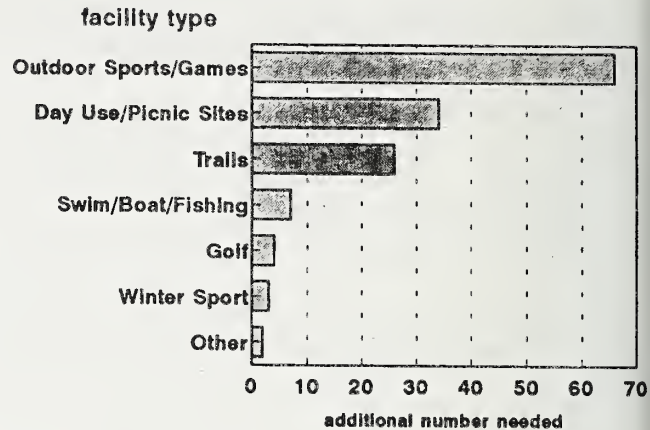
Counties: Cascade, Missoula, Flathead, Fergus, Carbon, Custer, Lake, Dawson, Beaverhead, Chouteau, Powell, Teton, Stillwater, Sheridan, Sanders, Fallon, Sweetgrass, Park, Jefferson, Golden Valley, and Lincoln (combined population of these counties represents 46% of the state population).

Most Needed Facilities as listed for 7 Montana cities

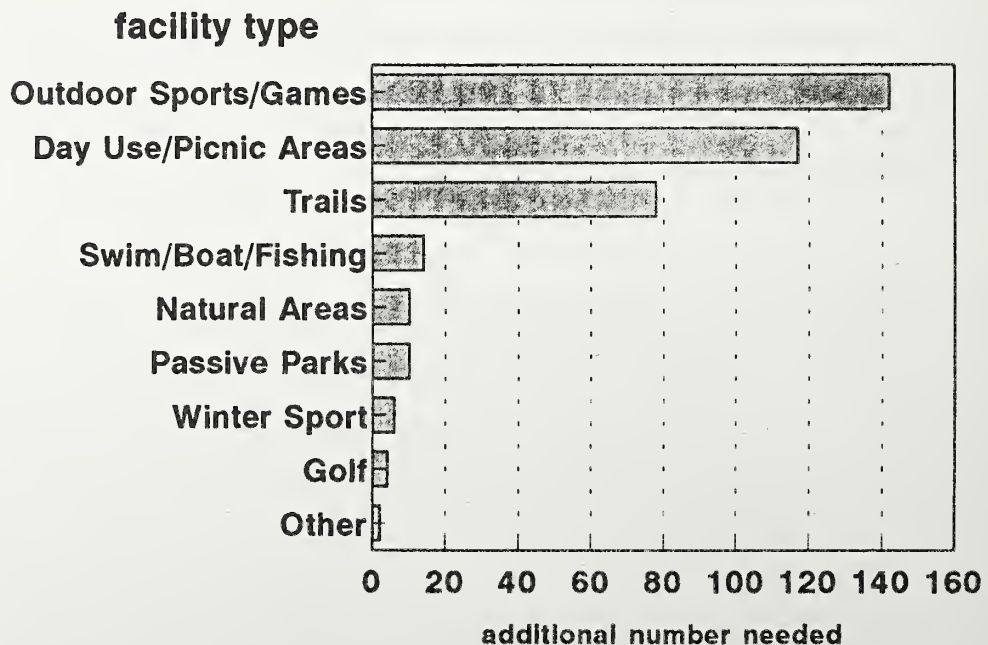
*(Billings, Bozeman, Great Falls,
Helena, Kalispell, Missoula)*



Most Needed Facilities as listed for 20 Montana counties



Most Needed Facilities (for 7 Montana cities & 20 counties)



Total cost of needed facilities for seven larger Montana cities
(facilities listed on graph j):

Cost.....\$15,379,000

Total Cost of needed facilities for 20 Counties (facilities
listed on graph I):

Cost.....\$6,349,500

Total Estimated Cost Of Needed Facilities
(7 cities and 20 counties, graph H).....\$21,728,500

STATE OF MONTANA
OUTDOOR RECREATION CRITICAL LOCAL NEEDS

The following is a summary of randomly selected local government recreation facility needs, as identified in the 1992 Local Government Recreation Facility Inventory and Needs Analysis. This is not a complete listing of the inventory. It is intended to provide an example of the types of outdoor recreation needs facing local governments throughout Montana. The needs are not listed in any priority order.

Havre, multi-purpose recreation facility - tennis courts, general purpose playfields, and skating rink

Ruby Valley Swimming Pool - pool cover and storage facility

Clancy School Sport Complex - baseball/softball fields, exercise trails, site improvements/landscaping and utilities

Missoula Shady Grove Riverfront Park - acquisition, irrigation, site improvements/landscaping, utilities, nature and exercise trails, and family site picnic area.

Billings Pow Wow Park - acquisition and expansion to preserve area for river greenway

Trout Creek Elem. School Sports Complex - tennis courts, track and basketball courts

Froid Public School Sports Fields and Playground - general purpose playfields, tot lots and basketball court

Rapelje School Sports Fields - baseball/softball, tennis courts, basketball courts

Hinsdale Public Schools Sports Field

Kalispell Lawrence Park - pond enhancements, landscaping, interpretive and educational trails, river access point, disabled access

Reed Point Schools Sports Fields

Miles City Rifle Range - site improvements, range facilities

Great Falls 7 Parks - picnic areas, family sites and group shelters

Helena 3 Parks - picnic areas, family sites and group shelters

Troy Public Schools Sports & Playfields - general purpose, baseball/softball, soccer, tennis courts, basketball courts

Stillwater County Picnic Area - group picnic shelter

Park County Softball Complex - site preparation, restroom and concession, fencing, parking and road

Lincoln County Sports Fields - baseball and softball courts, restrooms, concessions, site preparation, parking

Peerless School District Passive Park

Canyon Creek School Sports Field

Malta Campgrounds & Picnic Areas - tent sites, trailer/camper sites, group campgrounds, day use, family sites, group shelters, passive parks

Anaconda - park picnic shelter and trails, site preparation, trail development

Hardin Picnic Area and Sports Fields - family picnic shelter, tennis and basketball courts

Glendive Sports and Play Complex - baseball/softball, football/soccer, tot lots, tennis courts, track, basketball and volleyball courts

Fort Benton Campground and Sports Fields - tent and trailer or camper sites, family sites

Livingston Picnic Areas, Trails and Sports Fields - family picnic sites, group shelters, baseball/softball fields, trail development

Fairfield Rifle Range - site preparation and facility development

Ekalaka Campground, Swimming Pool, Winter Sports and Interpretive Center and Trails - pool construction and bathhouse, day use areas, site development for skating rink, visitor info center construction, and trail construction

Superior Picnic Area, Playground, Boat Launch, Winter Sports and Trails - family picnic site and group shelter, tennis courts, boating facilities, warming hut and trail development

Columbia Falls Picnic and Sports Complex - group shelter, 4 tennis courts

Darby Public Schools - tennis courts

Boulder School District #7 - baseball and softball fields -

Wolf Point SD #45-45A Sports Complex - tennis court, football/soccer field

Sweetgrass County Swimming Pool - site preparation, pool, bathhouse, parking, disabled access

Big Timber High School Tennis Courts

Malta Golf Course - acquisition and development

Fort Benton Trails and Boating Facilities -trail development, boat ramp

Ennis Sports Fields, Winter Sports, Interpretive Center, Trails - Tennis courts, rifle range, trap field, archery range, wading pool, sledding runs, iceskating rink, interpretive center and trail construction

Red Lodge Campground and Trails - trailer and camper sites and trail development

Stevensville Camping and Sports Facilities - group picnic shelters, baseball/softball and tennis courts

Shelby Picnic, Sports, Playfields, Winter Sports, Amphitheater, Visitor Center, Trails -group picnic shelters, baseball/softball fields, tot lots, archery range, trail development, skating rink and warming hut, amphitheater/band shell, construct visitor center

Darby Golf Course

Troy Public School Sports Complex - basketball courts, tennis courts, baseball/softball, football/soccer

Malta Swimming Pool - renovation of pool and bathhouse facilities

Sheridan Golf Course - site preparation, seeding, irrigation, landscaping

Flaxville Grade School Tot Lot - playground

Columbus Swimming Pool - bath house renovation

Florence Carlton School Courts - basketball courts

Lincoln County, 12 Parks - picnic areas, family sites, group shelters

Gallatin Gateway School District - tennis courts

Billings Yellowstone River Trail System - bicycle, jogging, pedestrian trail system, link to existing systems

Custer County Picnic Areas - family picnic sites

Arlee High School Picnic Area - group shelter

Shelby Golf Course - site preparation, irrigation, parking

Westby Courts and Winter Sports - tennis and basketball courts, ice skating rink and warming hut

SECTION IV

MONTANA WETLANDS



MONTANA WETLANDS

Resource Assessment/Inventory

The U.S. Fish and Wildlife Service (USFWS) has assumed the lead role for the inventory and rating of wetlands in Montana since the passage of the Emergency Wetlands Resources Act of 1986.

The USFWS is currently directing the National Wetlands Inventory Project. Montana remains the least mapped state in USFWS Region 6 under the National Wetlands Inventory. Final inventory maps are being produced for the Flathead Indian reservation in cooperation with the Confederated Salish and Kootenai Tribes. Draft maps will be available for Glacier National Park and surrounding area as a result of cooperation with the Park Service. These two projects will complete the inventory for the entire Flathead Valley in northwestern Montana. Draft maps will also be produced for that portion of the Prairie Pothole Region from Bowdoin National Wildlife Refuge to the East Front of the Rockies. Red Rocks Lake NWR and the surrounding areas will have draft maps in 1992. Plans are to begin a major inventory in eastern Montana in 1994.

The Regional Wetlands Concept Plan for the Mountain-Prairie Region was completed by the USFWS in July of 1990. This document is intended to provide guidance for the states if they decide to use LWCF monies to acquire wetlands. The following are excerpts from the Region 6 Regional Wetlands Concept Plan as they specifically relate to Montana. The plan in its entirety is presented in Appendix A of the SCORP report.

EXCERPTS FROM THE 1990 USFWS REGIONAL WETLANDS CONCEPT PLAN

Wetland Losses in Montana

While agricultural related impacts have not been as severe in Montana as in some states, such impacts have been the primary cause of wetland decline, especially of palustrine emergent wetlands. Agricultural drainage and overgrazing of wetlands and adjacent upland areas have been significant problems in both mountain and prairie pothole and riparian or floodplain wetlands. Cultivation near wetlands also has severely impacted both prairie pothole and riparian or floodplain wetlands. Sediments, salts, fertilizers, and pesticide residues, all largely originating from farm and ranch operations, also are significant sources of wetlands degradation.

In some parts of western Montana, urban development, often poorly regulated, has resulted in both direct wetland loss and

deterioration in wetland quality. Logging operations, road and railway development, and oil and gas production also have contributed to a general decline in wetlands and wetlands quality in the State.

Construction of major dams has resulted in the loss of significant areas of palustrine wetlands along streams and rivers. Despite being widely recognized, wetland losses and degradation in Montana have not been well quantified or concisely documented.

Wetland Threats

Recent legislation and related wetland protection programs at the national level (e.g., Swampbusters, Clean Water Act provisions, and Environmental Protection Agency (EPA) wetlands protection program emphasis) appear to be reducing to some extent, wetland drainage and filling. However, there is little to suggest that the traditional heavy grazing and other agricultural-related practices affecting wetlands may be easing, except for some temporarily reduced cropping adjacent to wetlands stemming from the Conservation Reserve Program of the Food Security Act of 1986. Urban sprawl appears to be a growing problem. Renewed oil and gas exploration and production can be expected in some areas. Logging, road construction, and possible dam construction will remain of concern but are expected to cause fewer impacts than in the past in most areas.

The State of Montana has two excellent statutes largely designed to protect its remaining high quality stream and stream-dependent sport fisheries and related habitats. However, both of these statutes are essentially limited to the protection of the stream bed. Both the riparian zone and any interspersed wetlands, as well as natural wetlands more isolated from watercourses, such as prairie potholes, remain unprotected under State law. Few, if any, Montana communities provide significant local wetland protection through zoning restriction, ordinances, or other means.

An agreement recently signed by six concerned public agencies, entitled "Interagency Memorandum of Understanding: Management and Mitigation of Highway Construction Impacts to Wetlands in the State of Montana," should materially assist in limiting future impacts on wetlands stemming from road construction. However, a continuing general decline in the wetland base in the State appears most probable.

The continuing loss of high quality waterfowl breeding areas, especially in prairie pothole areas and in several areas where concentrations of small intermountain glaciated wetlands exist, are of particular concern to the USFWS national waterfowl

management objectives. In addition, the widely varied wildlife values of wetlands closely associated with river systems also likely will remain under pressure.

Wetland Functions and Values

The United States portion of the Prairie Pothole Region, which includes a significant part of northern Montana, has been recognized as the most important duck breeding area in the lower 48 States. Common nesting species in the Montana portion of the Region include the mallard, northern pintail, gadwell, blue-winged teal, shoveler, redhead, canvasback, and scaup. Investigators generally have reported a higher percentage of duck nesting success in the western portion of the Prairie Pothole Region than farther east, presumably because of fewer predator problems. Some Canada goose nesting also occurs. Use of the Montana portion of the Prairie Pothole Region by migrating waterfowl also is very important.

The Prairie Pothole Region also is important to many species of birds other than waterfowl, both as breeding and migration habitat. Over 225 bird species are known to nest in the region. This part of Montana also is important to several endangered bird species during seasonal migrations, including the whooping crane, bald eagle, interior least tern, and peregrine falcon.

Current research in Montana suggests stock dams located in large unfragmented blocks of western grazing land can be very productive for ducks, at least partly due to low predator populations and well dispersed nests (Ball et al. 1988). Recently, Montana waterfowl managers have been inclined to emphasize these habitats. An example is the Beaver Creek Project in Phillips County in northern Montana that is part of the Prairie Pothole Joint Venture (see Appendix B). Plans call for the creation of approximately 3,800 surface acres of wetlands within 800 small storage basins.

There are other areas of concentrated wetlands in Montana, outside the Prairie Pothole Region, having notable wildlife values. An example is the Flathead Valley in western Montana. This area is particularly important to nesting redhead ducks. A study by Lokeman (1966) reported this area to contain the highest published density of nesting redhead ducks in North America. This general area is also important to the endangered bald eagle for nesting, wintering, and migration habitat. Much of the remainder of the State also contains valuable wetland habitats, ranging from small, intermountain glaciated complexes, such as near Ovando; the riverine-related wetlands associated with major drainage systems, especially in western and southwestern Montana; and isolated closed basins in central and south-central Montana. In addition to their value to waterfowl and many migratory birds, these wetland concentrations, including Prairie Pothole Region wetlands, provide for critical seasonal or year-round habitat for

a wide range of resident wildlife, including deer, upland game birds, furbearers, and, especially in western Montana, elk, moose, and bear.

According to The Nature Conservancy, about 10 percent of Montana plant species are considered to be "rare," including endemic, disjunct, and peripheral species, and species which occur at widespread, but very few locations. Some of these plant species are dependent on wetlands. For example *Howellia* (*Howellia aquatilis*), a candidate species for listing as endangered or threatened, occurs largely in the glacial potholes and old river oxbows of the Swan Valley. Water lilies, moonwort, and water-meal are among the other rare plant taxa dependent upon or associated with Montana wetlands.

(END OF USFWS EXCERPTS)

Protection Strategies

State legislation in 1987 (Sec. 87-1-241, 242 MCA) created an earmarked source of revenue that will go towards a wildlife habitat acquisition program. Guidelines for the program are currently being assembled and will apply to wetlands. This is in addition to a State Waterfowl Stamp program initiated in 1985 (Sec. 87-2-411, 412 MCA). Efforts under this latter law are being directed towards enhancement and development of wetland-upland complexes for waterfowl production.

The intent of the state waterfowl stamp program is to protect, develop and enhance wetlands and associated uplands areas to increase waterfowl production capabilities. Specific work activities will take place on both state and privately owned lands and will include incentives for such things as island construction, diking, installation of water control structures, erection of artificial nest structures, seeding of dense nesting cover, and fencing to control livestock grazing. Easements and/or acquisitions will be used to provide public access and to protect existing wetlands.

This program is reviewed by an advisory council composed of representatives from the agricultural industry, sportsmen and non-consumptive groups. Activities are also overseen by the Montana Fish, Wildlife and Parks Commission. Dollars from the waterfowl stamp program will be used to match funds from the Ducks Unlimited Matching Aid to Restore States Habitat (MARSH) program and to assist with development of Ducks Unlimited U.S. Habitat projects. The program has been used to cost share suitable habitat development projects with the USFWS Private Lands Program.

Two Montana Prairie Pothole Joint Venture (PPJV) projects are underway in Montana. These include the Northeast Montana PPJV (Sheridan, Daniels, and Roosevelt Counties) and the Hi-Line PPJV (Phillips County). Significant progress has been made in terms of wetland restoration, development and enhancement in these areas. The proposed Five Valley PPJV of western Montana is currently being reviewed for official endorsement by the North American Waterfowl Management Plan and the Lonesome Lake PPJV is in the concept stage.

These efforts have included the Montana Department of Fish, Wildlife and Parks, the Department of State Lands, the Department of Natural Resources and Conservation (DNRC), the U.S. Fish and Wildlife Service, the Bureau of Land Management, the Bureau of Reclamation, Ducks Unlimited, The Nature Conservancy, and the Soil Conservation Service. Other agricultural groups and wildlife-oriented organizations will be invited to participate in the near future. The Montana PPJV Implementation Plan was completed in February 1990.

These joint ventures focus on increasing the productivity of wetland and associated grassland habitats on both private and public lands. Management strategies are designed to improve soil and water conservation, increase waterfowl production and benefit a variety of wildlife species.

The Interagency Wetlands Memorandum of Understanding was recently updated for the protection of wetland resources associated with highway construction activities. This document lays out a procedure to inventory wetland habitats along proposed highway right-of-ways and to quantify unavoidable impacts. The process seeks to avoid and minimize impacts whenever possible. If impacts are unavoidable the procedure calls for mitigating on-site if possible, off-site as a second priority, and banking if no other feasible alternatives exist. The working group includes the Montana Department of Transportation, Federal Highway Administration, Montana Fish, Wildlife and Parks, U.S. Forest Service, Environmental Protection Agency, U.S. Fish and Wildlife Service, the Army Corp of Engineers, and the Montana Department of Health and Environmental Sciences Water Quality Bureau.

The U.S. Fish and Wildlife Service has recently implemented a program in Montana designed to offer additional protection to wetland basins already protected under wetland easements. In these areas the adjacent uplands are targeted for protection through grassland easements. Approximately 6000 upland acres have been placed under perpetual easement in key locations.

The Department of Health and Environmental Sciences recently received a grant from the EPA for the development of a statewide wetlands protection strategy. The program will be coordinated through the Water Quality Bureau, with other state, federal, and private organizations assisting. The DNRC is currently working

with the Bureau of Reclamation's regional office to summarize existing wetland protection regulations and programs in Montana.

In conjunction with these activities, the development of a wetlands education program would be quite beneficial. The program could provide information to the public on the importance of wetland conservation and emphasize the contributions that wetlands make to healthy ecological systems. Interpretive displays could be incorporated into existing state wildlife management or park areas in a variety of habitat types.

Public involvement was extensive in the development of the above strategies. Numerous public hearings were held in the development of the 1987 State legislation (Sec. 87-1-241, 242 MCA) and the waterfowl stamp program. The waterfowl stamp program includes a publicly advertized annual contest to choose a painting for the stamp with proceeds from the sale of art prints to be used for waterfowl habitat.

State Priorities

Guidelines being developed for the above programs will be instrumental in the prioritization of potential acquisition activities under the LWCF program. The DFWP has not yet developed a separate prioritized ranking of wetlands for acquisition. The efforts of the USFWS, however, have laid out some guidelines for wetland protection within the state.

Certain areas of the state obviously have much greater potential for wetland protection, development and enhancement based on habitat and breeding densities.

Currently less than \$1,000,000 is available from other funding sources and programs for wetlands work in the state. Most of the dollars available are targeted for enhancement or development work and do not include acquisition. Unfortunately, the low level of funding currently allocated to the stateside LWCF program precludes the acquisition of wetlands as a high priority for LWCF revenue in Montana.

The department is considering funding strategies which could allow the use of wetlands funds to share in the acquisition or development of portions of parklands for waterfowl production. No change in the LWCF priority rating system is necessary for these purposes at this time.

Appendix C contains a listing of priority wetland types in Montana for possible future acquisition.

National Issues

Montana has complied with the National Park Service request to amend our SCORP document to satisfy new wetlands criteria; however, the current level of LWCF monies discourages the funding of all but park and recreation related projects.

Montana wetlands have not been negatively impacted to the degree of the prairie pothole regions of the Dakotas and Minnesota. However, impacts such as drainage, intensified agricultural activities and subdivision development continue to reduce the productivity of wetlands within the state.

The thrust of the NWPP is protection of natural wetland basins, especially those in the high loss category. Obviously these are very important components on a national level. Within the state of Montana, particularly in eastern Montana, the importance of artificially created livestock reservoirs to the wetland base and waterfowl production is significant on a nationwide basis.

SECTION V

PUBLIC COMMENT



PUBLIC COMMENT

The 1993 SCORP public comment process involved the distribution of the draft copy of the SCORP to the following:

- 27 federal government officials, including Montana's congressional delegation, representing eight agencies
- 30 state government officials, including the governors office, and the Fish, Wildlife and Parks Commission, representing 10 state government agencies
- 26 non-profit and/or special interest groups
- 7 Tribal Governments, representing 7 Indian Nations
- 188 local government officials, representing all 56 Montana counties and 132 towns and cities

A news release announcing the availability of the draft SCORP for public review and comment was also published in all Montana newspapers on October 16, 1992.

Additional public input and involvement in the SCORP process was obtained through various mail and telephone surveys, public meetings, focus group sessions, and trends, inventory and needs analysis investigations associated with the following SCORP special projects:

- The State Park Futures Committee Report to the Governor and the 52nd Legislature, November 1990
- 1992 Local Government Recreation Facility Inventory and Needs Analysis
- An Analysis of Trends in Recreation Participation and SCORP Policy Recommendations, February 1992
- 1992 State Park Visitor Survey
- 1993 Tourism and Marketing Plan

The State Park Futures Committee Report (appendix D) is based on series of 15 public meetings attended by over 500 people in 15 communities across the state, and a statewide newspaper survey. The public meetings and survey assessed Montanan's feelings and attitudes about the current and future condition of the state park system. The Tourism and Marketing Enhancement Plan (appendix H) included a series of public focus group sessions in three different regions of the state. The focus group sessions allowed people to express their views on the development and enhancement of three state parks in their respective regions as destination tourist attractions. The 1992 State Parks Visitor Survey (appendix K) evaluated current and proposed state park funding and management options using a combination of on-site and mail out questionnaires, and a statewide telephone survey. Nearly 1000 Montanans participated in this study. The 1992 Local Government Recreation Facility and Needs Inventory (appendix J) updated information on the numbers and types of various recreational facilities owned by city, town, county and Indian Nation governments, including school districts. Also requested as part of the inventory was an estimation of the number of additional facilities needed to meet demand in five years, and an estimated cost of providing those facilities. Over 200 communities and school districts statewide were included in the inventory and needs assessment. A total of five written, one telephone, and one personal interview response was received during the official public comment period, as displayed on the following pages.

Telephone Response:

November 4, 1992 by Mr. Lee Bastian, Missoula, MT

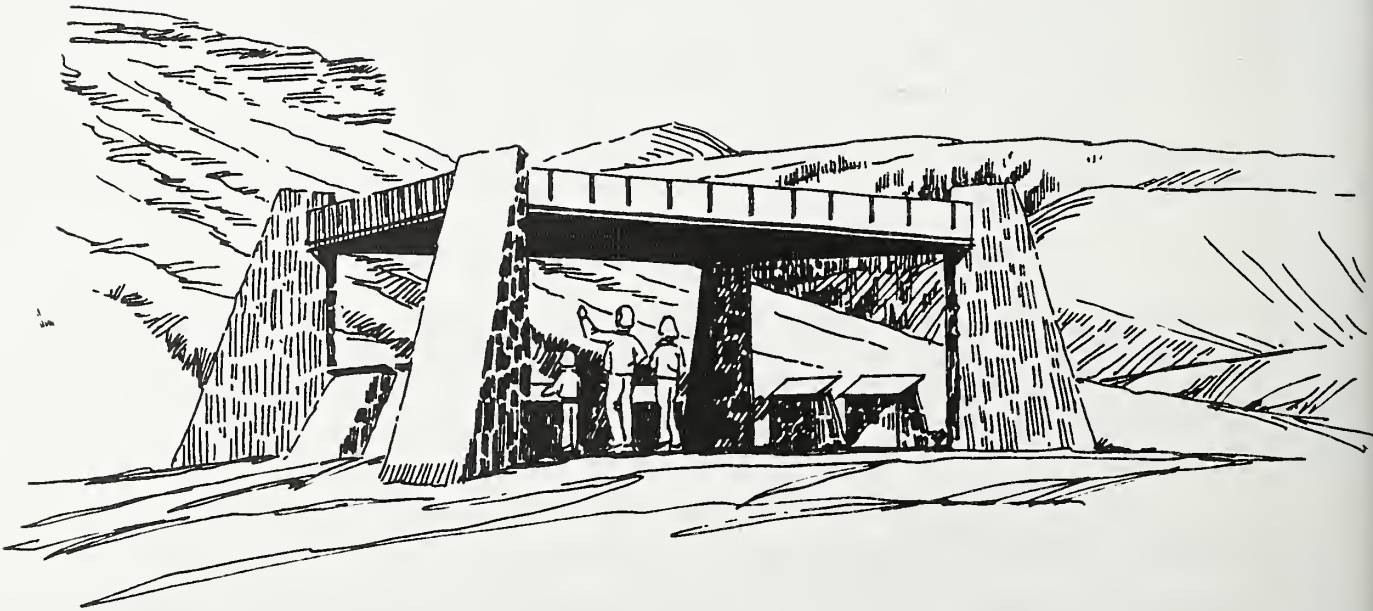
"You should include a specific statement about disabled access. Mention that the federal government requires that all SCORP programs to be in compliance with federal and state disabled access laws."

Personal Interview Response:

October 16, 1992 personal visit by Mr. Bill Hall, Helena, MT

"There is too much of an emphasis on trends. You should focus more on the current situation. Also you should include an index so the average citizen can understand all the acronyms."

Written Responses:



Upper Missouri Breaks AUDUBON SOCIETY

P.O. Box 2362, Great Falls, Montana, 59403



14 1992

DEPARTMENT OF PARKS
DIVISION

November 9, 1992

SCORP Public Comments
Montana Fish, Wildlife and Parks
Parks Division
Helena, Montana

The Upper Missouri Breaks Audubon Chapter of Great Falls welcomes the opportunity to comment upon the local areas to be included in the Statewide Comprehensive Outdoor Recreation Plan.

1. We heartily endorse the plan for the land swap that would increase the state's holdings near Heritage Park by 42 acres. Those new acres, Particel G, are crucial to expanding the already popular "Riverfront Trail". This trail represents to us an opportunity to extend the interest of local residents in the local birds and plant life to be seen along the trail. The local Audubon members are studying ways to increase the public knowledge of local birdlife and plantlife to users of the trail.

2. Big Bend Public Access

Members of our Audubon group have already searched this area for resident birds, small mammals and native plant life. This site and similar sites along the Missouri are very important to all residents as more and more site access becomes subdivided and therefore no longer available to the general public for recreation.

Boaters among our members welcome this new access point for a "put in" or "take out" point to begin or end float trips on the river.

We urge completion of the Department's plans for this area.

3. Ulm Pishkun State Park

We support the development of Ulm Pishkun State Park.

This site has been a concern of local residents for at least a quarter of a century. The rich history of this site need to be documented and easily available to the visiting public.

Improving the access road is essential to the development of a visitor center.

We support the use of the "community transportation enhancement funds" to help any of these public project sites in our community.

Sincerely,

Zell Hill

Corresponding Secretary

Margaret Adams

President

December 3, 1992

SCORP Public Comment
State Parks Division
Montana Department of Fish, Wildlife and Parks
1420 East Sixth Avenue
Helena, MT 59620

RECEIVED

DEC 07 1992

RECREATION & PARKS
DIVISION

RE: 1993 SCORP Comments

Dear Sirs:

Thank you for providing a draft copy of the 1992 SCORP. Our family enjoys the outdoors of Montana and participates in almost all of the activities contained in the SCORP. Our comments are made in regards to the Off-Road Vehicle activity.

This activity has not been evaluated in each of the different SCORP documents dating back to 1965 or it has been under different names such as motorcycling. Because of the large number of Off-Road Vehicle users, we suggest that this activity be accounted for in each SCORP document and that the name be standardized as Off-Road Vehicle (ORV).

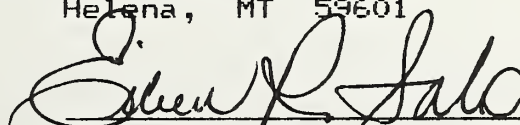
Our family enjoys riding Off-Road Vehicles such as motorcycles on roads and trails in our national forests. We are concerned that this activity be given adequate recognition and support. We would suggest that ORV improvements be directed at developing new roads and trails and, where needed, protecting any sensitive environmental areas on existing roads and trails with structural means such as timber boardwalks or timber bridges.

Please include us on mailings for future SCORP documents. Thank you for your time and consideration.

Sincerely,



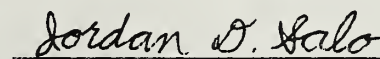
Kenneth W. Salo
245 Hartley Street
Helena, MT 59601



Eileen R. Salo
245 Hartley Street
Helena, MT 59601



Cody W. Salo
245 Hartley Street
Helena, MT 59601



Jordan D. Salo
245 Hartley Street
Helena, MT 59601

Box 806
Lewistown, MT 59457
December 14, 1992

SCORP Public Comment
State Parks Division
Montana Department of
Fish, Wildlife and Parks
1420 East Sixth Avenue
Helena, MT 59620

Dear State Parks Division:

Your 1993 Montana SCORP is well prepared. Under the IMPLEMENTATION PLAN section, three statements make excellent management guides. They are: on page 1, "....focus on a smaller, more manageable number of key issues and concerns" and on page 24, "Operations and maintenance of the State Park System will be given priority over expansion" and "a project which will significantly increase the cost of operations will be ranked lower than one which will not." Plans within manageable boundaries will be more easily held within budgetary boundaries.

In the MONTANA WETLANDS section under State Priorities it is stated that the MDFWP has yet to prioritize ranking for acquisition of wetlands. Although acquisition of land for special uses has its merits, Montana may be nearing the point where it can be considered enough acreage is in the public land category. I feel that at least 50% of Montana lands should remain under private land classification. Therefore, I believe land acquisition goals should be minimized.

Sincerely,

Margaret R. Moore

Margaret R. Moore



United States Department of the Interior

NATIONAL PARK SERVICE
GLACIER NATIONAL PARK
WEST GLACIER, MONTANA 59936

(406) 888-5441
FAX: (406) 888-5581



IN REPLY REFER TO:

L7621

December 9, 1992

SCORP Public Comment
State Parks Division
Attn: James P. Domino
Montana Department of Fish,
Wildlife and Parks
1420 East Sixth Avenue
Helena, Montana 59620

RECEIVED
DEC 11 1992
RECREATION & PARKS
DIVISION

Dear Mr. Domino:

Glacier National Park is supportive of the three main areas on which the Department of Fish, Wildlife and Parks has chosen to focus statewide outdoor recreation planning during the next five years.

In your development of an Interagency Statewide Trails Plan we encourage the Department to consider not only opportunities for new or upgraded trail development but also the need to protect existing trails from being lost as the result of changes in land use. This will involve close coordination with local land use authorities such as county planning boards as well as with state and federal public land managers.

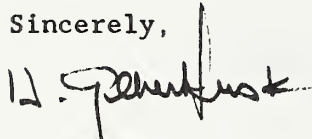
As recreational demands increase in northwestern Montana, Glacier National Park is concerned about impacts to Park and National Forest resources along the more popular trails. One way to meet this demand, while providing for resource protection, is to encourage that trail use be better dispersed as opposed to concentrated in such areas as the Jewell Basin in the Flathead National Forest or the trail to Avalanche Lake in Glacier National Park. It is also important to provide a variety of trail use opportunities (horse, hiking, trail bike, snowmobile) that are easily accessible to an increasingly urban Montana population.

Glacier National Park has an excellent trails inventory that it can provide to the Department. Our contact for this trail planning process is the Park's Assistant Chief Ranger, Mr. Jack Potter (888-5441). We look forward to assisting the Department in the development of a Statewide Trails Plan.

The SCORP's emphasis on enhancement of day use/picnicking opportunities including overnight camping in state parks is another positive step in providing more dispersed recreational opportunities. Enhancement of recreational opportunities outside of Glacier National Park becomes increasingly important in light of the fact that the Park does not plan to increase the number of campsites or motel rooms within its borders and has in place a plan to gradually reduce the length of RV's allowed on the more mountainous portion of the Going-to-the-Sun Road.

Thank you for the opportunity to comment on this plan. Please do not hesitate to contact the Park should you believe that we could help in any aspect of implementing the SCORP.

Sincerely,

A handwritten signature in dark ink, appearing to read "H. Gilbert Lusk". The signature is written in a cursive style with a prominent vertical stroke at the end.

H. Gilbert Lusk
Superintendent

JEFFERSON COUNTY COMMISSIONERS

COURTHOUSE, P.O. Box H

BOULDER, MT. 59632

(406) 225-4251

December 14, 1992

SCORP Public Comment
State Parks Division
Montana Department of Fish, Wildlife and Parks
1420 East Sixth Ave.
Helena, MT 59620

RECEIVED
DEC 1 - 1992
DIRECTOR'S OFFICE

To whom it may concern;

I am the chairperson of the Economic Development committee for Headwaters RC&D (Resource Conservation District). As County Commissioner of Jefferson County (outgoing) I have looked over the SCORP and believe that the information contained in the mailing to Jefferson County would be valuable to our committee. I am therefore, requesting a copy of the final document when it is completed in 1993.

Sincerely,

Joyce Janacaro

Joyce Janacaro
Box 679
Whitehall, MT 59759



The Montana Department of Fish, Wildlife & Parks receives federal funds and prohibits discrimination on the basis of race, color, sex, age, national origin, or handicap. For information or concerns regarding discrimination, contact the Personnel Officer, Montana Department of Fish, Wildlife and Parks, 1420 E. 6th Ave. Helena, MT 59620 (406) 444-5653, or Office of Equal Opportunity, U.S Department of the Interior, Washington, D.C. 20240

